

80 01197



OCEAN AVENUE

REPORT PREPARED BY
THE SAN FRANCISCO DEVELOPMENT FUND AND THE SAN FRANCISCO DEPARTMENT OF CITY PLANNING

APRIL 1977

This report concerns the rehabilitation of commercial properties on Ocean Avenue, and recommends the provision of needed neighborhood facilities and public improvements.

These proposals are made concurrent with a housing rehabilitation program now underway in a portion of the Ocean Avenue neighborhood. The Housing Conservation Institute (HCI) program of the San Francisco Development Fund is made possible through grants from the San Francisco Foundation, the Ford Foundation, and the Urban Reinvestment Task Force.

Together, the commercial and residential rehabilitation and the provision of neighborhood facilities and public improvements constitute an overall approach to neighborhood preservation. It is essential that such revitalization occur with minimum disruption of the existing community and be oriented toward its needs. This report contains background information, describes the existing conditions, presents a market analysis, and suggests a plan of action.

The San Francisco City Planning Department has joined the San Francisco Development Fund in preparing and producing this report and gratefully acknowledge the assistance of the Bank of America, Wells Fargo Bank, and City College of San Francisco.

CONTENTS

I	ECONOMIC AND NEIGHBORHOOD SETTING	1
II	MARKET ANALYSIS	22
III	REVITALIZATION PLAN	36
IV	PLAN IMLEMENTATION	49
	APPENDIX	55

80 01197

INSTITUTE OF GOVERNMENTAL
STUDIES LIBRARY

JAN 16 2025

UNIVERSITY OF CALIFORNIA

Tables

1. Median Family Income	3
2. Gross Retail Sales, 1975-76	25
3. Sales Volume vs. National Averages	26
4. Present Business Performance	26
5. Trade Area Income and Expenditures	27
6. Primary Trade Area Buying Power	30
7. Business Patronage	31
8. Retail Space Supportable with Trade Area Dollars	32

Figures

1. Ocean Avenue Neighborhood Location	2
2. Neighborhood Locations	4
3. Existing Commercial Use and Zoning	10
4. Existing Improvements	11
5. Traffic Flow and Accidents	12
6. Photographs of Existing Conditions	16
7. Ocean Avenue Trade Area	24
8. Competing Retail Areas	28
9. Parking and Street Landscaping Plan	38
10. Illustrations of Recommended Improvements	45

These are the priorities!

- ESTABLISH A STRONG MERCHANTS ASSOCIATION
- CHANGE THE PHYSICAL APPEARANCE OF THE STREET
 - CREATE ATTRACTIVE, HARMONIOUS STOREFRONTS
 - IMPROVE THE PUBLIC RIGHT OF WAY
- EXPEDITE DEVELOPMENT OF THE VACANT HOMEWOOD TERRACE SITE
- DEVELOP FINANCING PROGRAMS NECESSARY TO ACCOMPLISH OBJECTIVES
- ATTRACT NEW BUSINESSES TO OCEAN AVENUE CONSISTENT WITH
NEIGHBORHOOD BUYING POWER
- OBTAIN STRONG SUPPORT FROM THE CITY OF SAN FRANCISCO,
CITY COLLEGE, FINANCIAL INSTITUTIONS, LOCAL COMMUNITY
GROUPS AND NEIGHBORHOOD ASSOCIATIONS.

I. ECONOMIC AND NEIGHBORHOOD SETTING

GENERAL LOCATION AND AREA DESCRIPTION

The Ocean Avenue commercial district lies in the south central portion of San Francisco. The street itself is an important traffic thoroughfare connecting the Southern Freeway (Interstate 280) with Junipero Serra Boulevard and 19th Avenue. City College, located at the eastern end of the commercial district, is a major activity center, with a total enrollment of 26,000 students. The commercial district stretches along Ocean Avenue for 10 blocks west of City College and comprises a total of some 125 businesses.

The Ocean Avenue neighborhood is bowl-shaped, lying on the downslope of Mount Davidson on the north and the ridge running along Shields Street to the south. The Southern Freeway and Junipero Serra Boulevard act as man-made boundaries on the east and west.

NEIGHBORHOOD SOCIAL CHARACTERISTICS

Ocean Avenue itself does not connote a "neighborhood" as such. Rather, it is a commercial street separating other distinct neighborhoods (see Figure 2). To consider Ocean Avenue as a central focus for these neighborhoods would most likely be attributing something to the street that does not yet exist. Indifference toward Ocean Avenue might be the best way to

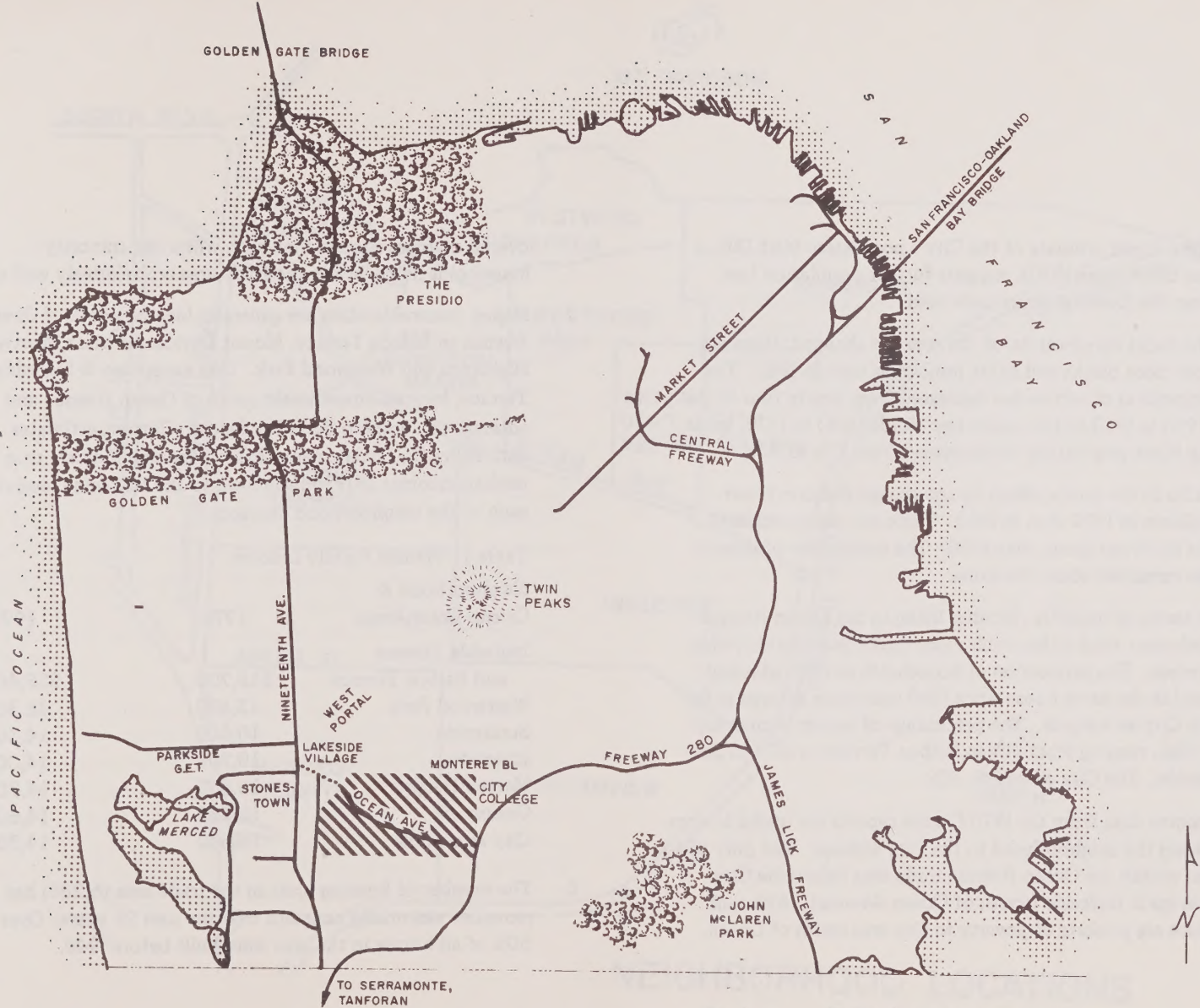
characterize the feelings of most residents of surrounding neighborhoods. Overcoming this attitude is one of the major challenges underlying the revitalization project.

It is worth noting also that there are some sharp contrasts from one neighborhood to another (see Census data below.) For example, there are some very high income subdivisions adjacent to relatively low income areas. For the most part, there seems to be little interaction between neighborhoods, which are geographically self-contained and economically homogeneous. Generally, area residents seem to get along well with one another.

The basis for this characterization has been derived from a combination of subjective observation, statistical surveys conducted of local residents' and merchants' attitudes, and from the 1970 U.S. Census. There has been continued community involvement in the preparation of this report, particularly by the merchants, by City College of San Francisco, by representatives of the O.M.I. Community Association, and by interested neighborhood residents.

Selected information from the Census provides the following significant trends:

1. The 1970 population of the Ocean Avenue trade area of 18,000 persons decreased at a somewhat higher rate than for the City as a whole since 1960 (5% loss versus 3% loss).



SAN FRANCISCO

OCEAN AVENUE NEIGHBORHOOD LOCATION FIG. I

2. The current estimate of the City's population (665,000, a loss of 7% since 1970), suggests further population loss from the Ocean Avenue trade area.
3. The racial composition of the area has changed; there are now more blacks and other minorities than in 1960. The proportion of whites has decreased from nearly four-fifths (79%) in 1960 to just under two-thirds (61%) in 1970, while the black population has increased from 17% to 33%.
4. Shifts in the composition by age groups indicate fewer children in 1970 than in 1960. There are more people in the 15-34 age group than 1960. The proportion of elderly has remained about the same.
5. In terms of mobility, families living in the Ocean Avenue trade area tend to be much more stable than the Citywide average. The proportion of households in 1970 who had lived in the same house since 1960 was twice as large as for the City as a whole. The percentage of owner occupancy is high, ranging from 91% in Balboa Terrace to 63% in Sunnyside. The City average is 31%.
6. Income data from the 1970 Census reports are useful in comparing the neighborhood to the City average. The only district within the Ocean Avenue trade area below the City average is Ingleside (south of Ocean Avenue). Although there are pockets of poverty in this area south of Ocean,

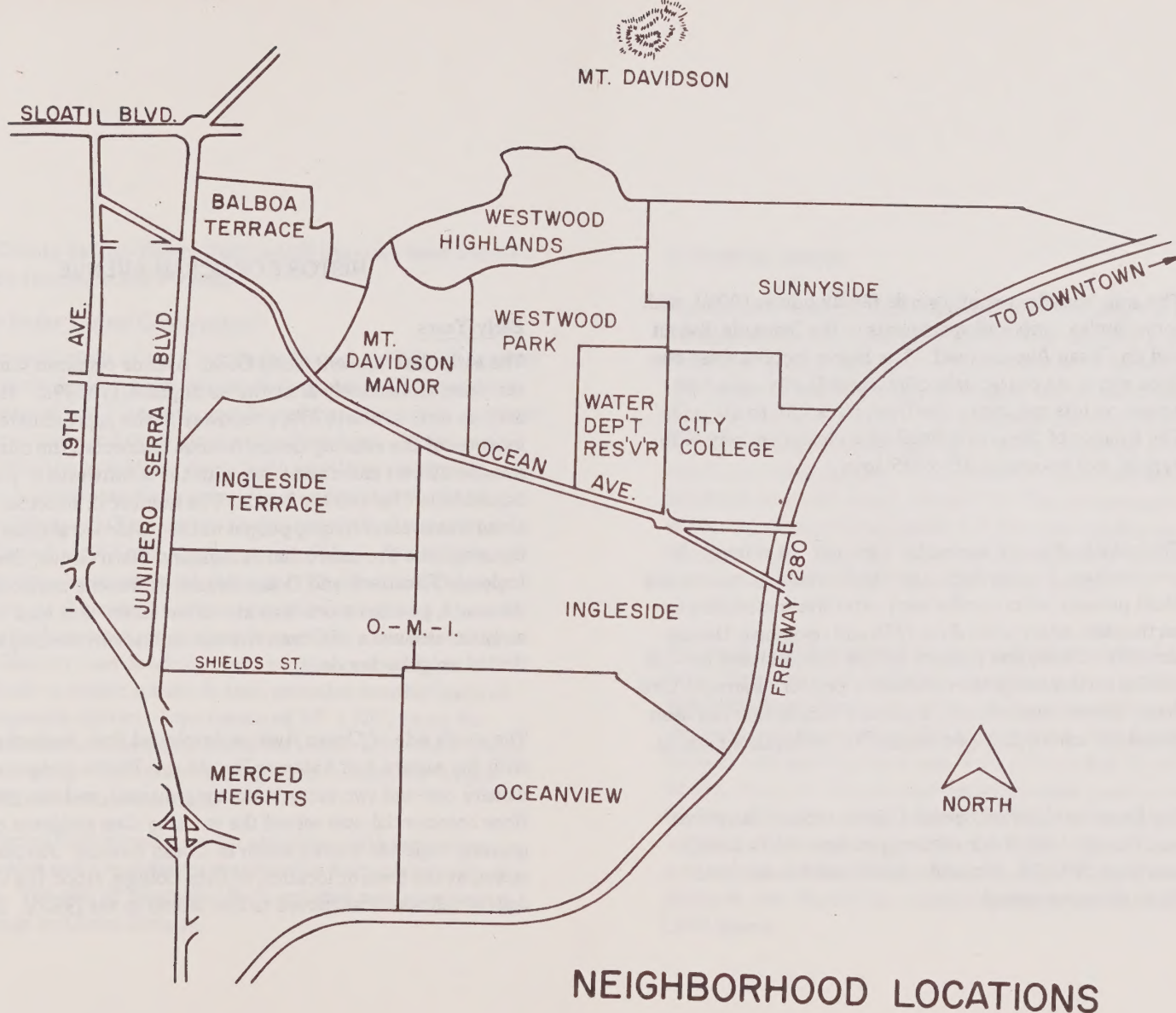
overall averages suggest that both white and minority households living within the trade area are relatively well off.

7. Higher income families are generally located north of Ocean Avenue in Balboa Terrace, Mount Davidson Manor, Westwood Highlands and Westwood Park. One exception is Ingleside Terrace, located immediately south of Ocean Avenue and adjacent to Junipero Serra Boulevard. Current estimates derived by the Department of City Planning indicate that median incomes in 1976 have risen to the following levels for each of the neighborhood districts:

Table 1. Median Family Income

Neighborhood & Census Tract Areas	1970	1976
Ingleside Terrace and Balboa Terrace	\$18,700	\$25,400
Westwood Park	13,500	18,300
Sunnyside	10,500	14,300
Ingleside	10,200	14,000
Merced Heights	10,800	14,700
Oceanview	10,800	14,600
City as a whole	10,500	14,300

8. The number of housing units in the trade area (6,200) has remained essentially constant over the past 25 years. Over 60% of all homes in the area were built before 1940.



NEIGHBORHOOD LOCATIONS

FIG. 2

HISTORY OF OCEAN AVENUE

9. The area is predominantly single family homes (90%), with some duplex units and apartments in the Ingleside district and on Ocean Avenue itself. The higher income areas outlined above are characterized by single family detached homes on lots ranging in size from 50' x 100' to 80' x 125'. The balance of the area is developed almost entirely with typical row houses on 25' x 125' lots.
10. The neighborhood is served by 7 schools -- 4 primary, 1 intermediate, 1 junior high, and 1 high school. Commodore Sloat primary school underwent extensive remodeling for earthquake safety since June 1975 and re-opened December, 1976. Sunnyside primary school is now closed for a \$1 million earthquakeproof remodeling project. Farragut Childrens' Center was formerly a primary school that has been closed for school purposes because of earthquake hazards.

San Francisco Unified School District records show that enrollment at the K-6 level dropped from 5-10% in this area from 1972-74. Citywide enrollment has dropped 9% in the same period.

Early Years

The early development along Ocean Avenue occurred during the years immediately after the earthquake, 1906-1910. However, as early as the 1870's, a roadway in the approximate location of the existing Ocean Avenue connected the outer Mission district and downtown with the southwesterly portions of the City and the beach. The number 12 streetcar ran along this route, bringing people to the major attractions of the area: the Trocadero Inn at Sigmund Stern Grove, the Ingleside Racetrack and Ocean Beach. It was the traffic along the route, perhaps more than any other factor that led to the early development of Ocean Avenue and its surrounding residential neighborhoods.

The south side of Ocean Avenue developed first, beginning with the eastern half between Harold and Faxon Avenues. Low density one and two story buildings appeared, and the ground floor commercial uses served the working class residents of the growing Ingleside district south of Ocean Avenue. Across the street, at the present location of City College, stood the County Jail, which was later moved to San Mateo in the 1920's. East of

the County Jail lay Balboa Park, which has since been cut off by the Interstate 280 Freeway.

Twin Peaks Tunnel Construction

The construction of the Twin Peaks Tunnel in 1917-1918 sparked real estate development all over the western and southwestern portions of San Francisco, as it brought easy access by streetcar to downtown and other parts of the Bay Area. At the same time that the tunnel was being built, two large residential tracts in the Ocean Avenue area were subdivided for development. Westwood Park on the north side of the Avenue was subdivided in 1917 into approximately 750 single family lots, and construction extended through 1927. South of Ocean Avenue, at the westerly edge of the commercial area, the old Ingleside Racetrack, which had been closed since late in the 19th Century, was developed into another residential tract. It was built to higher standards than prevailed in other parts of the Ingleside district. Lots measured 50' x 120', twice the area of others in the district, and the homes attracted a higher income group. The street configuration follows the original curvilinear racetrack design.

Westwood Park shared a similar character, with restrictive covenants and a mandatory membership homeowners association. The plat of Westwood Park included new commercial frontage on Ocean Avenue.

Homewood Terrace

The area just west of Faxon Avenue was the 9 acre site of Homewood Terrace, originally built in the early 1910's as a Jewish orphanage, operating out of several large buildings. This property occupies some 500 linear feet of the Ocean Avenue commercial strip. The orphanage discontinued operations at this site in the late 1960's. After becoming a serious health and safety hazard, the boarded-up, rat-infested, vacant buildings were torn down in late 1975. The site remains one of the key prospects for renewed commercial vitality on Ocean Avenue. (Its final claim to fame was use as a movie set in the TV series "The Streets of San Francisco".)

To the east of Westwood Park lay another large parcel of open land. From the earliest days the land was owned by the San Francisco Water Company, as the ultimate location for a reservoir whenever the need for this facility arose. The land went through various temporary uses during World War II, and finally, two 12 to 15 acre open reservoirs were constructed on the site, although neither has ever been filled. Recently, \$5.8 million has been appropriated by the Public Utilities Commission and an additional \$1.2 million by City College to erect a platform over the top for a student parking area containing 1,200 spaces.

Architectural Character

By the 1930's most of the property fronting on Ocean Avenue had been developed. The surrounding residential districts, including Ingleside, Ingleside Terrace, and Westwood Park had all been built and the area achieved an identity of its own. The architecture of the homes and businesses was in the California "Spanish Revival" style, common to that period of development. Spanish tile roofs, arched and bay windows, and stucco exteriors predominate throughout the neighborhood.

The stores along Ocean Avenue geared themselves primarily to the immediate residential areas on the north and south. There were several grocery stores offering free deliveries, pharmacies, hardware stores, and other "convenience" type stores. However, despite the relatively well-to-do families in some of the adjacent subdivisions, most Ocean Avenue shops took on a modest middle or working class character. Stores were small, and the merchandise was generally of lower quality and of smaller selection than one would find at the larger stores downtown.

The 1930's: Ocean Avenue's Peak

The remaining gaps along Ocean Avenue quickly filled in during the 1930's. The El Rey Theatre was built at the western edge of the commercial strip in 1931-32. It was a fabulous movie house designed by the noted architect, Timothy Pflueger, and reflected the opulence of the Hollywood movie mentality of

the time. Its construction and instant popularity caused the closing of the smaller Balboa Theater on the corner of Faxon and Ocean, which was then converted to the Westwood Market.

In the late 1930's, the new San Francisco Junior College was constructed on the County Jail site east of Westwood Park.

Neighborhood Transition

The 1940's and '50's saw some changes in the socio-economic characteristics of the population south of Ocean Avenue. Whereas Westwood Park and Ingleside Terrace were relatively stable areas, the Ingleside district was susceptible to change due to its lower priced, older housing. As the elderly population began to diminish, housing opportunities were created for many of the newer minority households who were moving into the Bay Area in large numbers during the 1940's in search of war-related jobs.

The newer families relied more and more on the automobile. Shopping patterns changed, and other, more distant shopping areas became easier to reach. During this period, automobile service stations began to spring up at Ocean Avenue intersections. They served local residents and the increasing volume of traffic using Ocean Avenue to get from the western parts of the City to the downtown area. The period after World War II witnessed the advent of the planned shopping center,

which further relegated Ocean Avenue and similar shopping strip-type districts to convenience or specialty type roles.



In 1955, a 16,000 square foot Safeway store was built on a large parcel of land at the eastern end of the street. Although a convenient addition to the commercial area, Safeway tended to undermine the smaller existing grocery stores. The supermarket in the 1900 block of Ocean Avenue, for example, went out of business in the mid-1950's, and became an ice skating rink. After approximately ten years, it was converted to a pool hall against strong community opposition. The pool hall seemed to symbolize the decline of the street during the early

1970's. Today it is the Ramallah Hall, and used for a variety of group uses. Free delivery services became a thing of the past as Safeway took over more and more of the grocery business.

Recently, there have been some encouraging developments on the street:

- The El Rey Theater has been renovated under new management.
- The first McDonald's restaurant in San Francisco was constructed on Ocean Avenue near City College and is reported to be one of the highest volume company-owned operations in the country.
- A proposal has recently been developed for a small planned commercial complex near the El Rey theater.

There have been several proposals to develop the Homewood Terrace site, although none have come to fruition to date. We understand the residentially zoned portion of the site has recently been acquired by an old established S.F. developer. This is encouraging news and should stimulate the development of the commercial parcel at the front of the site. An appropriate development would do much to improve Ocean Avenue and benefit the entire neighborhood.

ZONING AND LAND USE

The dominant residential land use and zoning pattern north of Ocean Avenue is single family detached housing (R-1 and R-1-D.) Single and two family housing (R-1 and R-2) characterizes the area south of Ocean Avenue. Commercial zoning (C-2) covers the frontage on Ocean Avenue itself. Figure 3 shows the extent of the C-2 zone -- one lot deep on either side of the Avenue, from Phelan to Manor Avenues. The C-2 district allows general commercial uses both at ground level and upper levels of the building. However, there are few commercial uses above ground level.

The physical layout of the street results in a linear strip-type development typical of such areas in San Francisco where commercial areas developed along streetcar and other transit routes. Compare, for example, Haight Street, Irving Street, Mission Street, and Taraval Street. Problems are compounded in this type of development as compared to a modern planned shopping center. Direct exposure to heavy traffic, lack of truck service access to rear of buildings, inability to achieve attractive layout of buildings, and lack of off-street parking facilities all pose difficult problems.

OCCUPANCY

Of the total 117 businesses on Ocean Avenue, 24 own the building in which their business is located. The 20% ratio of owner occupancy is not untypical of a neighborhood shopping district of this type. The remaining 93 businesses are commercial tenants dependent on their landlords for property improvements. Any proposal for physical changes or major expenditures to the property will have to gain the approval of the property owners. Longer term leases, therefore, will also be a prerequisite for financing these improvements.

TRAFFIC FLOW AND ACCIDENTS

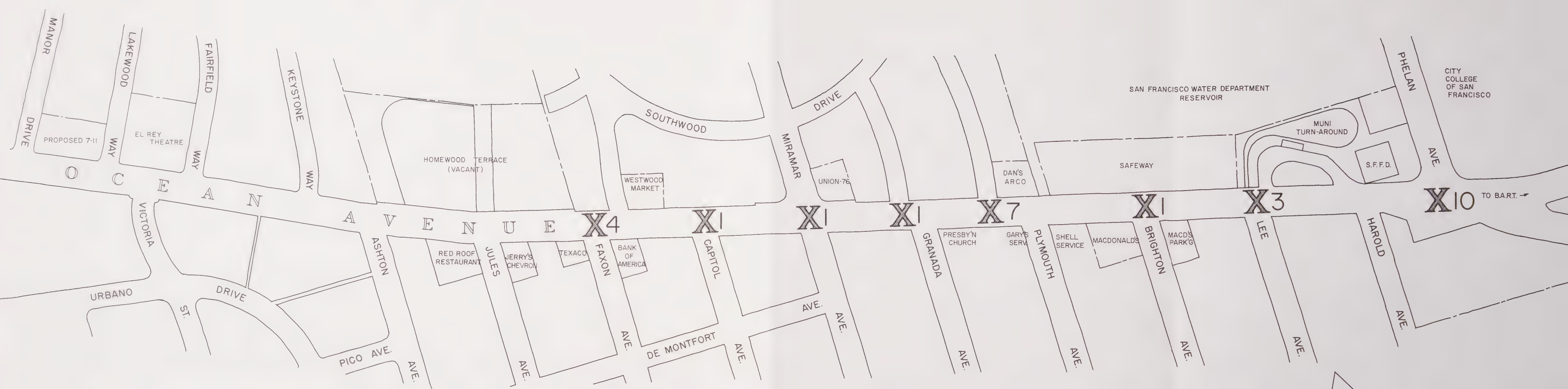
Ocean Avenue is a major thoroughfare, connecting the western portions of the City with City College and the Interstate 280 Freeway. The most recent data available indicate that traffic flow along Ocean Avenue ranges from approximately 20,000 cars per day at Keystone, to 32,000 at Phelan. During peak morning hours (7 - 9 a.m.) traffic volumes are 2,600 cars at Phelan and 2,500 at Keystone. Evening peaks are 4,300 at Phelan and 3,700 at Keystone. At all times of the day, including peak mornings and afternoons, there is more traffic moving eastbound than westbound (see Figure 5).



OCEAN AVENUE
 COMMERCIAL REVITALIZATION PLAN
 EXISTING COMMERCIAL USE AND ZONING
 SAN FRANCISCO DEVELOPMENT FUND
 and the
 SAN FRANCISCO DEPARTMENT OF CITY PLANNING

⊙ OWNER OCCUPIED





TRAFFIC FLOW

KEYSTONE & OCEAN	PHELAN & OCEAN
PEAK FLOW AM (7-9)	2505
PEAK FLOW PM (4-6)	3728
TOTAL 24 HR. PERIOD	19,906

COMPARISONS

HAIGHT	TARAVAL
1166	532
1192	760
11,546	9305

ACCIDENTS

JAN.-SEPT. 1976
LOCATION

X6 NUMBER

OCEAN AVENUE
COMMERCIAL REVITALIZATION PLAN
TRAFFIC FLOW AND ACCIDENTS
SAN FRANCISCO DEVELOPMENT FUND
and the
SAN FRANCISCO DEPARTMENT OF CITY PLANNING



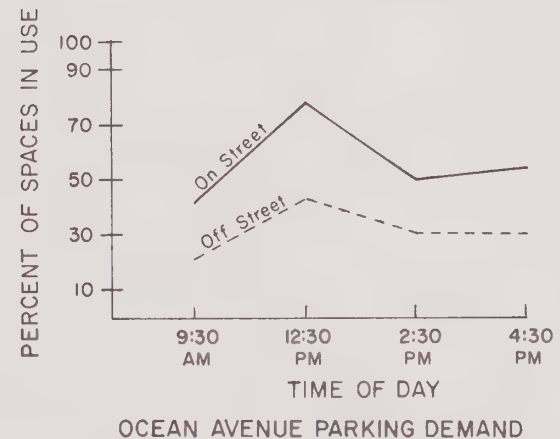
The traffic flow seems to have both positive and negative impacts on the commercial activities of the street. Through signing, storefront lighting, and window displays, most merchants attract business from through traffic. We found that a large percentage of the business on Ocean Avenue results from this source. Four out of ten merchants indicated in our questionnaire that most of their business comes from outside the immediate residential areas. These customers include casual passersby as well as longtime faithful customers who may live all over the Bay Area. Thus, it is their opinion that traffic is a major source of business, and therefore a positive economic factor.

The high volume of traffic, and its speed, however, tend to give Ocean Avenue a thoroughfare character. Crossing the street can be very difficult, and traffic accidents have occurred at various locations. Many merchants feel that the speed of the traffic is not conducive to a neighborhood shopping area. Possible strategies to reduce the negative effects of the traffic speed include changing the timing of the stop lights, and adding new traffic signals at intersections. This is discussed further in Section III.

PARKING

As in most neighborhood commercial districts, merchants per-

ceive a lack of parking as a real problem. In response to this concern from merchants throughout the City, the San Francisco Parking Authority asked the Division of Traffic Engineering at the Department of Public Works to study parking needs in all neighborhood shopping areas in 1975. Their report found that Ocean Avenue did not have a need for additional off-street parking.



Our survey has found a total of 104 on-street metered and non-metered parking spaces within the commercial district. In addition, there are some 295 spaces located in private, off-street lots (Safeway, McDonald's, Red Roof, and the service stations). Our survey indicated that at no time during the day were all of the on-street spaces in use.

The graph above shows the percent of available spaces actually in use at four different times of the day. The survey was done on August 26-27, 1976. Noontime appears to be the busiest time of the day.

The survey also found that there was greater parking demand at certain locations. Need seems to be the highest in the central blocks between Faxon and Miramar, particularly around the Bank of America, the only bank on the street.

The merchants have expressed strong concern with the way parking time limits are enforced. The meter patrol seems to be extremely efficient on Ocean Avenue, and many merchants hear complaints from their customers about unreasonable enforcement.

The parking regulations currently in effect along Ocean Avenue limit parking to one hour, even where there are meters. (There are 15-minute meters in front of the bank.) All day meter-feeding is not allowed, and in fact, is intentionally prohibited in order encourage parking turnover and to foster business activity. However, the strongest opposition to the one hour limit comes

from the merchants themselves, who want to park near their stores. In addition, many merchants argue that the one hour parking policy is contrary to their business interest, and would favor two hour periods or a relaxation of enforcement.

TRANSIT

The "K" streetcar line runs the entire length of Ocean Avenue from the Southern Freeway to Junipero Serra Boulevard. When the current track improvements are completed, the connection with the Balboa Park BART station will provide excellent transit access to downtown and other parts of the Bay Area.

In addition to the "K" line, Ocean Avenue is served by number 12 and 15 buses, and trolley lines which terminate at the City College Muni turnaround.

Statistics are not available on the number of persons who use public transit to shop on Ocean Avenue. In our residents' survey, conducted in the Spring of 1976, only 1% of the respondents (3 out of 247) indicated they used transit to get to Ocean Avenue to shop. This, of course, was a local survey within the trade area, and would not be an indicator of overall transit use for shopping on Ocean Avenue.

The streetcar does have a major physical presence on Ocean Avenue. It requires overhead electric wires, support poles on the sidewalks, and electric feeder cables. Also, boarding



OCEAN AVENUE - LOOKING EAST
UTILITY POLES

platforms in the street right-of-way are necessary, particularly in light of the heavy traffic volume. The presence of the tracks and platforms limit, to a great extent, the physical changes that would be feasible for the street and sidewalk areas.

POLICE AND FIRE PROTECTION

Crime is perceived as a major problem for the Ocean Avenue commercial district. Many residents feel that the area is an unsafe place to be, especially in the evenings.

The merchants have expressed their concern regarding daytime crime to Captain Jeremiah Taylor of the Ingleside Police Station. One point they urged strongly was increased foot patrol along the Avenue during the day. In response, Captain Taylor has assigned more patrolmen to walk the street, and their increased presence has been noticed. However, for the foreseeable future, significant increases in police patrols along the Avenue should not be expected. This problem is discussed further under Section III.

Fire protection for the district is provided by a firehouse on the eastern end of the commercial district, and is considered adequate.

VISUAL CONSIDERATIONS

Ocean Avenue today is a generally unattractive street, plagued by heavy traffic, a forest of utility poles, uninviting and cluttered storefronts and an abundance of litter. Inadequate street lighting creates a foreboding atmosphere in many areas at night.

Commercial buildings on the street are a mixture of good and bad with little overall coordination of architectural building styles or exterior decoration.

There is a clutter of signs that protrude from the storefront facades, each one stretching further over the sidewalk to catch the eye of passing motorists. Rather than projecting a coordinated harmonious image, the jumble of storefronts, signing, and billboards are in needless competition with one another.

There appear to be hidden architectural details in many of the buildings which, if brought out, could help unify the image of the area. For example, some clerestory windows above the sign facia have been painted over or boarded up. The 1930's Deco detailing on the Westwood Market is all but lost due to rusted signs and enormous billboards. With relatively little investment the visual interest of these buildings could be strengthened to create a revived and attractive appearance.



SIGNS





HOMEWOOD TERRACE



II. MARKET ANALYSIS

This section of the report analyzes the existing market conditions on Ocean Avenue and estimates the market potential which could be realized if various changes were made. The findings and conclusions of this Section form the basis for the recommendations in Section III.

SUMMARY OF FINDINGS

Our market survey and analysis of data lead to the following findings:

1. Total retail sales on Ocean Avenue during the last year equaled \$16.3 million. (This excludes transactions in laundries, bakeries, beauty salons, and for professional services.
2. Ocean Avenue sales generated by the primary trade area are estimated to be between \$4 and \$6 million per year.
3. Businesses are also supported by a strong secondary market which is made up of people driving through Ocean Avenue on their way to other destinations, students from City College, and loyal customers from all over the Bay Area.
4. Total potential sales from the local trade area equal \$11.6 million per year, based on a total trade area income of approximately \$38.9 million.

5. Ocean Avenue is currently capturing only 35-50% of this potential.
6. The level of sales on Ocean Avenue could be increased by \$5.6-7.6 million per year if the street were able to capture its full share of the buying power in its primary trade area.
7. To do this requires improving the street's competitive position vis a vis other nearby shopping areas through:
 - Physical improvements to the storefronts and public right of way;
 - Better variety in the types of stores;
 - Better quality merchandise;
 - Sales promotional activities by a unified Merchants Association.

In conducting the market analysis, two different questionnaires were developed. One survey was directed at the residents of the surrounding area, the other at the merchants themselves. Results of these surveys are important in determining the buying patterns and attitudes of the local area residents. Data on sales volume on Ocean Avenue (in aggregate business categories) were obtained from the State Board of Equalization.

PRESENT BUSINESS PERFORMANCE

Types of Businesses

The 117 businesses on Ocean Avenue include the following: grocery stores (8), pharmacies (3), restaurants (12), personal services (i.e. laundries, locksmiths, barbers, advertising and shoe repairs) (19), service stations, auto supply and repair shops (11), real estate (5), physicians (3), beauty salons (8), liquor stores (7) and bars (6). There have been numerous comments that this concentration of bars and liquor stores in a 10 block area is undesirable (see Figure 3 for a map showing all existing uses).

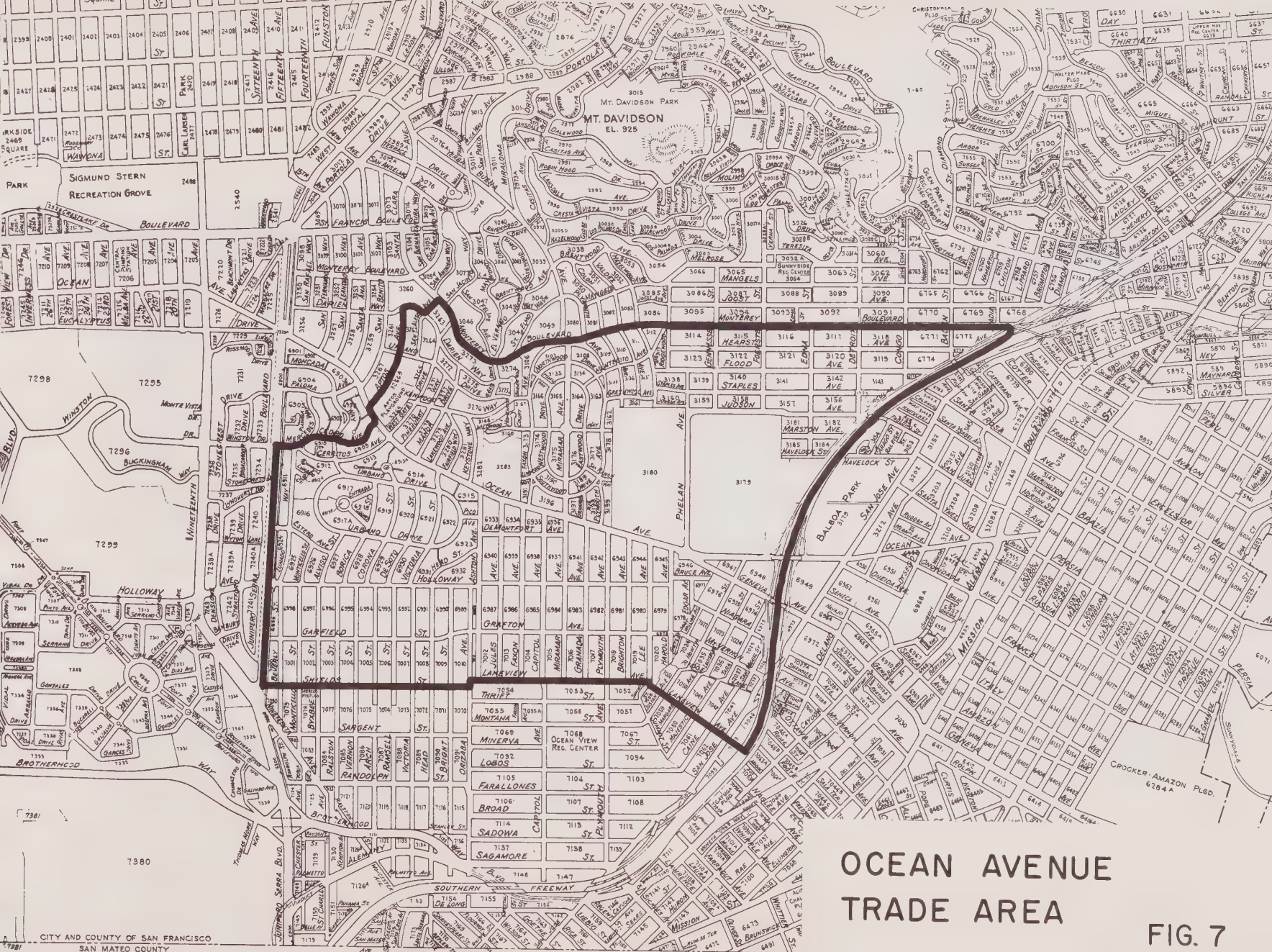
Whereas most of the stores cater to the immediate needs of local residents, many also sell to a wider Citywide and even regional market. McDonald's, for example, was the first such restaurant in San Francisco, and is still the closest for many residents in the entire western half of the City. The El Rey Theatre draws from a wide area, as do the professional offices located on the Avenue. There are several contracting firms located here which operate throughout the San Francisco Bay Area. One reason for the number of such regional businesses is the good access found on Ocean Avenue due to its proximity to the Freeway, Junipero Serra Boulevard, and transit access via the "K" streetcar line and BART.



TRADE AREA

In determining the trade area, consideration was given to distance, the contours of natural and man-made boundaries, and information gathered from resident and merchant questionnaires. Figure 7 shows the location and size of the trade area.

As noted earlier, there are a total of some 6,200 households living in the trade area, comprised of 4,800 families and 1,900



OCEAN AVENUE
TRADE AREA

FIG. 7

unrelated individuals. The total population of 18,000 has been declining as household size has gone down, and this trend is expected to continue in the future. The current population is estimated at 16,500 persons.

Sales Volume

To determine the existing level of business activity, data on gross receipts were obtained from the State Board of Equalization. The total gross sales for 79 retail outlets on Ocean Avenue amount to approximately \$16.3 million per year at the current time. This total is comprised of receipts of only those outlets registered with the State, and excludes laundries, bakeries, beauty salons, professional offices, and the karate and dance studios. The relative amounts of this total spent in each category of retail business is given as follows:

Table 2. Gross Retail Sales, 1975-76

Type of Business	Number of Businesses	Gross Sales (\$000s)
Apparel/General Mdse/Drugs	7	\$ 777
Grocery/Pkg. Liquor	12	8,431
Eating & Drinking	15	2,532
Home Furn./Appliances	3	*
Building Materials	2	*
Auto supply/service stations	9	2,330
Other retail outlets	7	1,057
Subtotal Retail Outlets	55	15,157
Other Outlets	24	1,157
TOTAL ALL OUTLETS	79	\$16,284

* Sales totals for some classes of retail businesses are not shown in this table because their publication would result in the disclosure of confidential information. These totals are included in "Other retail outlets." (Source: State Board of Equalization)

Additional information regarding current sales activity was obtained from a survey of the local merchants. Using these data, comparisons were made against national standards of

sales per square foot of shop area, for each category of retail business. Table 4 shows how many Ocean Avenue businesses are realizing sales above, below, or about the same as their counterparts across the country.

The table indicates that over 60% of the businesses for which comparisons could be made are doing as well or better than the median for similar businesses located in neighborhood shopping centers across the country. This would not be the case without support from outside the trade area.

A further comparison of Ocean Avenue to national averages for dollar volume of sales per gross square foot of floor space, indicates the following: (Table 2 vs. Table 8)

Table 3. Sales Volume vs. National Averages
(Sales Per Gross Square Foot of Floor Area)

Selected Category	National Averages	Ocean Ave. Averages
Apparel/Gen'l Mdse/Drugs	\$ 50	\$ 93
Grocery/Pckg.Liquor	80	225*
Auto Supply	40	60
Eating/Drinking	45	80**

* Attributable to discount liquor stores with Citywide patronage.

**Includes a very high volume McDonald's near City College.

Table 4. Present Business Performance

Type of Store	Above National Median*	Below National Median	Same As National Median
Food Store			
Safeway	1	-	-
Independent	-	2	-
Package Liquor	5	2	1
Eating & Drinking			
Bar/Restaurant	2	3	3
Fast Food/Takeout	3	-	2
Bakery	-	1	-
Apparel/Gen'l Mdse.	-	1	1
Drug Store	1	-	1
Auto Supply	2	-	-
Laundry	1	-	2
Beauty Shop/Barber	1	3	2
Home Furn./Appliance	1	1	-
Hdware/Paint/Wallpaper	-	1	-
Other retail	4	6	-
TOTALS	21	20	12
Percentage	(40%)	(38%)	(23%)

* National medians for gross sales per square foot of floor space for each type of retail outlet are found in "The Dollars and Cents of Shopping Centers", Urban Land Institute, 1975

INCOME AND EXPENDITURES

The sales which could be achieved along Ocean Avenue depend on the retail expenditure patterns of trade area residents. Retail expenditures, in turn, are a function of the income levels of the trade area population. In this report, the consumer expenditure patterns which have been assumed were derived through an analysis of national and regional data on population, income and retail sales.

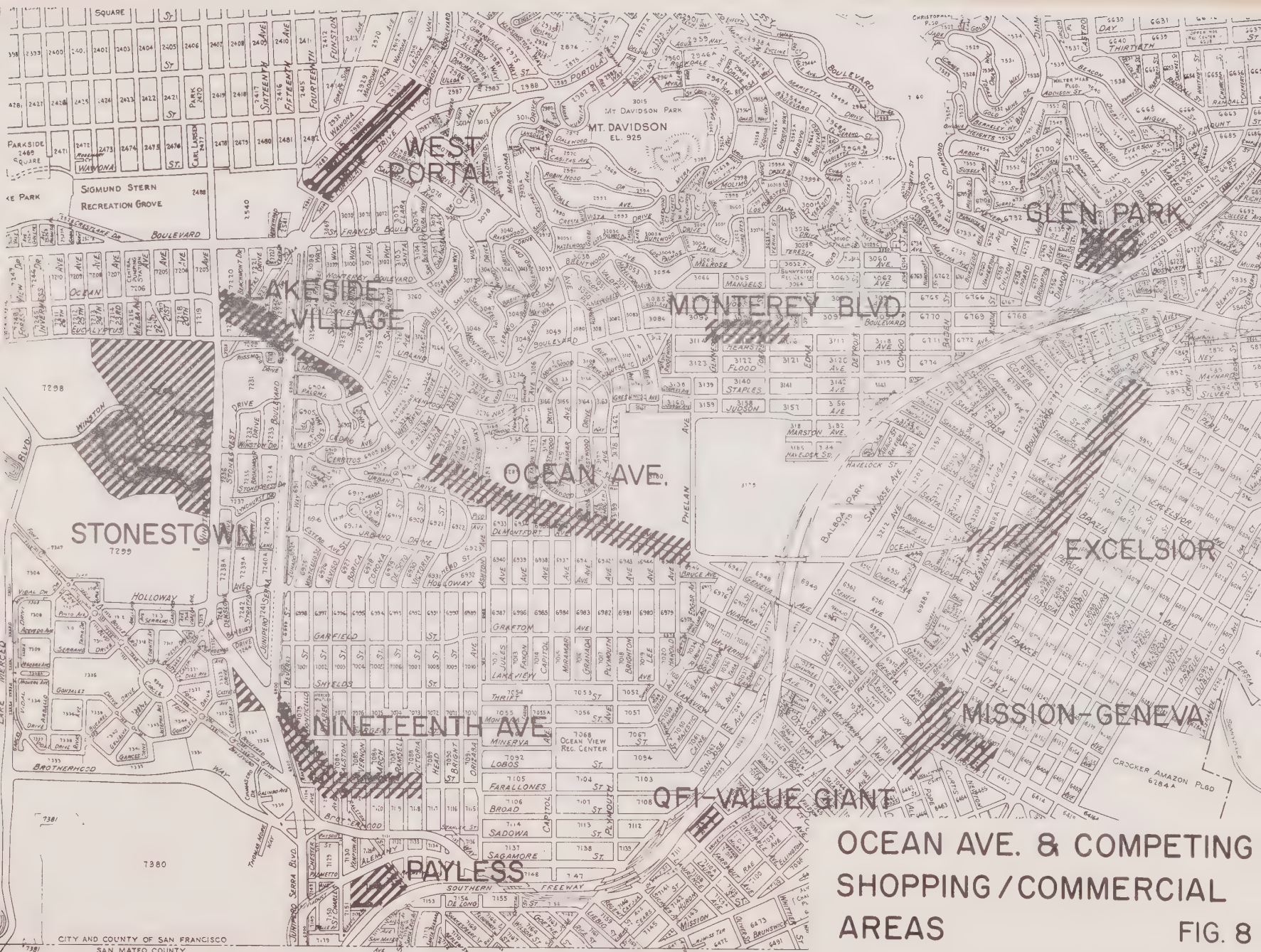
In Table 5 the total income for trade area households has been estimated, based on population and income projections from 1970 Census data. The proportion of this total income that is expended on retail goods (42%) is the average retail expenditure to income ratio for the San Francisco Bay Area. Based on these figures, it is estimated that there is a total of \$38.9 million spent annually by trade area residents on retail goods.

Table 5. Trade Area Income and Expenditures

	Families	Unrelated Individuals	All Households
Number*	4,800	1,900	6,200
Total annual income	\$82.4 mil.	\$10.2 mil.	\$92.6 mil.
% for retail sales**	N/A	N/A	42%
Expenditures for retail goods	--	--	\$39.9 mil.

* Estimate, Department of City Planning, S.F.

** Derived from data on income and retail sales in "A Special Report on the Economy of the San Francisco Bay Area," Security Pacific National Bank, 1976.



POTENTIAL RETAIL EXPENDITURES ON OCEAN AVENUE

Table 6 shows all the steps involved in deriving the potential retail sales that Ocean Avenue could hope to realize, given the income and population characteristics of its trade area.

Column 1 of this table shows the percentages of retail purchases made in each of the various categories of retail trade. These percentages are based on the retail expenditure patterns of the San Francisco-Oakland SMSA, and correspond closely to both statewide and national patterns.

Based on these percentages, column 2 shows the estimated amount of dollars spent by trade area residents in each retail category.

Not all of the total trade area retail dollars can be expected to be spent on Ocean Avenue. The area must compete with several other convenient and attractive shopping centers and districts as shown in Figure 8.

Stonestown, Serramonte, West Portal and Lakeside Village are Ocean Avenue's chief competitors. Serramonte and Stonestown are both major regional shopping centers, providing shoppers with several major department stores and other small

shops, and thus a full line of apparel and general merchandise. Shoppers in the market for "comparison" goods, particularly expensive items such as furniture, clothing, appliances and housewares, generally prefer to shop at large shopping centers where the selection is greatest. Therefore, Ocean Avenue must function primarily as a supplier of convenience goods (food, drugs, and sundries) and services (laundry, hair styling, shoe repair, etc.) for its trade area population. In this capacity, it must compete with West Portal and Lakeside Village for its customers. It also must compete with surrounding discount stores at Parkview GET, Pay 'N Save, Payless and Value Giant, all located within a two mile radius of Ocean Avenue.

Table 6. Primary Trade Area Buying Power

Retail Category	Percent of Total Retail Expenditures *	Retail \$s Spent by Trade Area Population **	Percent of Total Ocean Avenue Can Capture	Total Potential Trade Area Expenditures on Ocean Avenue
Food Stores	21.4 %	\$ 8,326,000	60 %	\$ 4,996,000
Eating and Drinking Places	11.1	4,319,000	30	1,296,000
Packaged Liquor Stores	2.0	778,000	75	584,000
General Merchandise	15.6			
Department Stores	(13.9)	5,408,000	-0-	-0-
Other	(1.7)	661,000	60	397,000
Apparel & Accessories	6.7	2,607,000	15	391,000
Furniture/Home Furnishings	3.2	1,245,000	20	249,000
Appliances	2.0	778,000	20	157,000
Gasoline Service Stations	5.9	2,296,000	60	1,378,000
Auto Supply	1.0	389,000	50	195,000
Building Materials/Hardware	3.2	1,245,000	50	623,000
Drug Stores	4.7	1,829,000	75	1,372,000
Other	7.6	9,027,000	-0-	-0-
TOTAL	100.0 %	\$ 38,908,000		\$ 11,638,000

* Sales and Marketing Management, "Survey of Buying Power, Data Service, 1976"

** For procedure see Table 5.

The survey of trade area residents revealed that Ocean Avenue is much more frequently visited than either West Portal, Lakeside Village or the discount stores. Of those responding to the survey, the largest number of respondents shop most often at Stonestown. Ocean Avenue ranks second and is followed by Serramonte, West Portal, and Lakeside Village.

The survey also provides some information on the relative frequency of patronage by type of store. These findings are shown in the table below.

Table 7. Business Patronage

Type of Business	% of Households Who Patronize Ocean Ave. Bus.	Average No. Visits/Month Per Household
Grocery	77	3.9
Pharmacy	55	0.8
Gas	52	1.1
Bank	45	0.9
Hardware	41	0.6
Restaurant	36	0.9
Liquor	36	0.9
Fast Food	27	0.4
Bakery	26	0.6

Based upon this current patronage experience and an analysis of the strength of competitive shopping areas, an estimate has been made of the percentage of trade area retail expenditures that a revitalized Ocean Avenue could potentially capture. These percentages are shown in column 3 of Table 6.

Finally, column 4 considers all of the data previously mentioned and establishes the total that can be expected to be spent by trade area residents on Ocean Avenue.

Based on the results of a survey of trade area residents, it is estimated that current trade area expenditures on Ocean Avenue amount to between \$4 and \$6 million dollars per year. Thus, local merchants appear to be attracting only 35-50% of the \$11.6 million potential buying power of their primary market.

GROSS SQUARE FOOTAGE OF FLOOR SPACE JUSTIFIED BY AVAILABLE TRADE AREA DOLLARS

Table 8 shows the gross amount of square footage of retail space which could be supported by the estimated available trade area dollars. These figures are based on national standards for the volume of sales which are typically realized per square foot of floor space for each type of retail outlet. For purposes of comparison the existing amount of floor space in

Table 8. Retail Space Supportable with Trade Area Dollars

Retail Category	Available Trade Area Dollars*	Retail Expenditures Per Square Foot**	Floor Space Supportable (Square Feet)	Existing Square Footage
Food	\$ 4,996,000	\$ 131	38,140	25,725
Eating and Drinking Places	1,296,000	45	28,800	31,500
Drugs	1,372,000	66	20,800	4,600
General Merchandise (excluding department stores)	397,000	41	9,680	480
Apparel and Accessories	391,000	33	11,850	3,320
Furniture and Home Furnishings	249,000	27	9,220	600
Appliances	157,000	48	3,300	8,225
Gasoline Service Stations	1,378,000	--	---	51,470
Building Materials and Hardware	623,000	60	10,400	6,390
Packaged Liquor	584,000	80	7,300	11,735
Auto Supply	195,000	40	4,900	4,850
Other Retail	---	--	---	22,830
TOTAL	\$ 11,638,000		144,390	171,725

* Table 6, Column 4

** The Dollars and Cents of Shopping Centers, Urban Land Institute, 1975

each retail category present on Ocean Avenue is also given. The purpose of this comparison is to determine whether or in which categories Ocean Avenue has too much or too little retail area.

Keep in mind, however, that the estimate of supportable floor space is based solely on anticipated expenditures from within the primary trade area. To the extent that there is patronage from other secondary markets, these figures may be higher.

POTENTIAL FOR RESIDENTIAL GROWTH WITHIN EXISTING MARKETS

Any increase in the population of the local trade area would mean more potential customers for Ocean Avenue businesses. However, opportunities for increasing the housing supply are limited. With the exception of the former Homewood Terrace site, there is little vacant land available for development, and zoning in the area precludes any major new high-density development.

The Homewood Terrace site offers 5.9 acres of residentially zoned land. Its development into medium density housing would certainly increase trade area buying power and thus improve the commercial viability of Ocean Avenue.

Further strengthening of the trade area buying power is anticipated as a result of the home rehabilitation programs which are now underway in the Westwood Park and Sunnyside neighborhoods north of Ocean Avenue. Neighborhood improvement programs to arrest deterioration are expected to stabilize property values, indirectly leading to a more solid base for commercial activities on Ocean Avenue.

CONCLUSIONS AND RECOMMENDATIONS

Ocean Avenue appears to be performing well below its potential as a neighborhood convenience shopping area. Between 60 to 75 percent of total dollars spent in Ocean Avenue shops come from people living outside the primary trade area. This is an unusually large share of the street's economy, and can be partially explained by its function as a major traffic thoroughfare. On the other hand, it is capturing only 35 to 50 percent of the retail expenditures potentially available to it from the population living in the surrounding neighborhoods.

We believe this figure can be increased significantly. The best opportunity for growth in Ocean Avenue's retail trade is to strive to attract a larger share of the retail dollars of its own trade area.

Our analysis suggests that the key reason for the low capture

ratio is that nearby competing shopping areas offer a better selection of stores and services, better parking, a more pleasant environment for pedestrians, and better merchandise.

The potential for commercial revitalization on Ocean Avenue is also dependent on the street's ability to attract more business from its secondary markets. This report recommends many improvements that will increase the visual appeal of the street. This should generate more business from transient and outside customers as well as from local residents.

One of Ocean Avenue's chief shortcomings is that it does not offer a concentration of a sufficient variety of types of businesses. A crucial aspect of the drawing power of any shopping center is that by clustering together a wide variety of stores, shoppers are assured of satisfying many of their shopping needs in one place at one time. From the analysis of supportable square footage by type of business (Table 7) it appears that the greatest deficiencies are in the following categories: food stores, drugs, general merchandise and variety stores, apparel, and building materials and hardware. There may also be a potential market for a furniture or home furnishings store. The survey of merchants and local residents confirms these findings by showing that a variety store, a discount drug store, a new supermarket, a shoe store and a better selection of clothing stores are among the most desired

for Ocean Avenue by those who know it best. The surveys also indicate strong demand for a good restaurant and delicatessen.

Following are some recommendations as to the types of retail outlets which should be encouraged and discouraged along Ocean Avenue:

Supermarket: A new supermarket must be brought to the area to replace the outgoing Safeway. A supermarket is known as the "anchor" for neighborhood shopping districts because it attracts the most people to an area. We do not believe, however, that general business conditions stand to improve much if that new supermarket moves into the same site as Safeway now occupies. The small shops must be able to take advantage of the drawing power of the supermarket, and they are more likely to do so if it is centrally and conveniently located in relation to them. The Safeway lot is too isolated and distant from the rest of the street's shops. Therefore, we recommend that the development of a new supermarket on part of the Homewood Terrace site be promoted.

The current Safeway site should be retained for retail commercial use so that it continues to attract shoppers to Ocean Avenue. Given the site's excellent accessibility, it would probably provide a good location for a regionally oriented



retail business. Another alternative would be a business or a cluster of businesses aimed at the college market potential.

Drug/Variety Store: Similarly, a drug/variety store often functions as a second major anchor for neighborhood shopping centers, and thus should be encouraged to locate in a way that will bring more business to everyone.

Dry Goods Store: A dry goods store with a good selection of fabrics (including stretch and sew, possibly with classes), buttons, thread, etc. should be popular and profitable.

Restaurants and Eating Places: While there would seem to be a sufficient supply of eating and drinking places to satisfy

the local trade area, the strong support that such establishments can get from other markets suggests that there is room for more -- especially for a wider variety of good quality eating places. Delicatessens, health food restaurants, sandwich and coffee shops, a seafood restaurant with crab pot and fish market, would all be welcome to Ocean Avenue.

Liquor Stores/Bars: Judging from the findings of the merchants survey, there is widespread community sentiment against having any additional liquor stores or bars. Therefore, we recommend that more uses of this type be discouraged from opening on the street.

Gasoline/Service Stations: Gasoline service stations are unpleasant and inappropriate in areas of high pedestrian use. But as Ocean Avenue will most likely remain a heavy traffic thoroughfare, it may not be realistic to hope for their elimination. We do recommend, however, that because of their key locations the two stations at either end of the central block (at the Miramar/Ocean and Faxon/Ocean intersections) might be considered for possible conversion to parking lots when the need for such facilities arises.

In addition to promoting a better selection of shops and services, other action measures should be taken as described in the sections following this analysis.

III. REVITALIZATION PLAN

This section deals with suggestions for physical improvements to both private business properties and to the street itself. A major purpose of this report is to stimulate actions that will arrest deterioration, create a new image for Ocean Avenue, and provide a strong framework for future growth.

Changing the appearance of the street as rapidly as possible is essential. A number of moderate cost, high impact improvements are recommended for immediate action.

An allocation of Community Development funds for Neighborhood Commercial District revitalization in the amount of \$100,000 is being requested for the following improvements:

1. INSTALL ORNAMENTAL STREET TREES \$40,000

Street trees should be planted along the sidewalk for the entire length of the commercial district, between Phelan and Manor. Trees should be planted 35-50 feet apart and should be large enough for immediate effect (30" box, 2½ - 3½" caliper). Figure 9 illustrates the tree planting scheme for the central blocks of this district.

Trees can be particularly helpful in beautifying the area and contributing to a coordinated image. They will also screen unsightly utility poles until they can be removed and lines placed underground.

Ornamental aggregate concrete aprons to replace sidewalk cutouts, and decorative wrought iron tree trunk guards should also be installed.

Estimated cost for 80 trees, base covers and wrought iron tree guards (including installation) @ \$500 each: \$40,000

2. INSTALL TRASH RECEPTACLES \$4,500

At least two trash receptacles of attractive design per block are needed. These would replace the few drab and rusted oil drums, and could be purchased relatively inexpensively. The type of receptacles with tops help prevent the dumping of household garbage.



The Merchants Association should undertake a strong anti-litter campaign in close liaison with individual merchants and the Street Cleaning Division of the Department of Public Works on frequency and timing of street sweeping. The anti-litter campaign should discourage the current practice of sweeping away from the stores into the street, to sweeping and depositing in trash receptacles.

Estimated cost for 30 receptacles @ \$150 each: \$4,500

3. REPLACE CROSSWALKS WITH DECORATIVE MATERIAL
\$49,500

It has been noted that the heavy traffic on Ocean Avenue is perceived as a safety problem by the merchants, and that crossing the street is difficult. As a means to both give clearer identity to the commercial area and to alert the drivers to the location of the crosswalks, there should be a different paving material and pattern in the crosswalk area.

The existing asphalt paving should be removed and replaced with a decorative yet inexpensive material, such as colored concrete, set with a distinct pattern.

Estimated cost to repave 24 crosswalks, 18,000 square feet
@ \$2.75 per square foot: \$49,500

4. INSTALL ARCHITECTURALLY DESIGNED ENTRANCE
SIGNS AT BOTH ENDS OF OCEAN AVENUE \$6,000

Another way that the commercial area can be given better identity is by installing permanent stationary signs at either end of the commercial district. These could be specially designed and manufactured or crafted for this purpose. They would be fastened either to the concrete sidewalk or just off the sidewalk at appropriate locations, with the permission of the property owner.

Estimated cost, two signs @ \$3,000 each: \$6,000

5. INSTALL NEW STREET SIGNS FOR THE ENTIRE
LENGTH OF THE COMMERCIAL STRIP

Existing signs are rusted and dilapidated (see picture, page 18). The Department of Public Works is currently planning to replace the signs as part of their regular work program. No funds are needed for this item.

6. PLACE UTILITY LINES UNDERGROUND AND INSTALL
NEW STREET LIGHTING SYSTEM

As discussed previously, the forest of utility poles along Ocean Avenue is very unsightly and their removal should be a high priority item. To accomplish this, the Ocean Avenue merchants will have to mount a highly organized campaign to get the Board of Supervisors to designate the

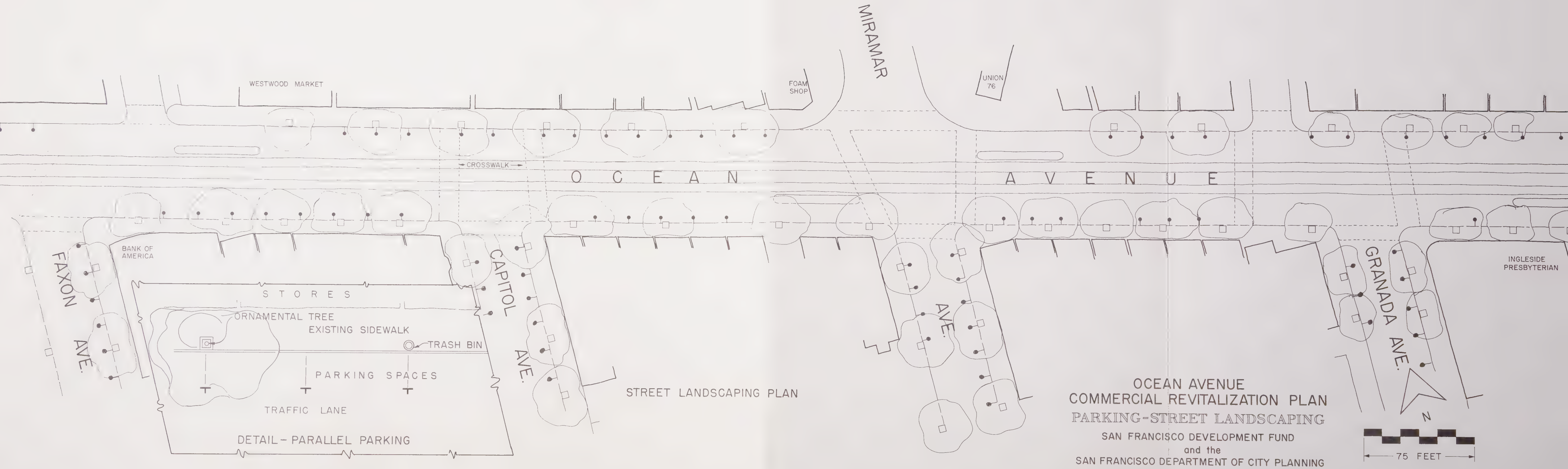


FIG. 9

street for undergrounding and to give it high priority among all the other designated streets. This recommendation may require several years to accomplish.

7. ANTI-CRIME PROGRAMS

Jeremiah Taylor, Captain of the Ingleside Police Station volunteered to be a member of the Merchants Association and should be asked to serve on the Public Safety Committee. As stated under the Section on Police and Fire Protection, additional attention has recently been evident but may not prove sufficient for total needs. The Association may wish to consider supplementing city police protection with private security patrol. This has been done successfully in other districts at a reasonable cost. For example, the Union Street Merchants hire this service at a cost of \$15 per month per merchant, and only a small percentage of the total number of merchants subscribe.

8. SECURE BETTER TRAFFIC CONTROL REGULATIONS

There appear to be no easy solutions to the heavy volume of fast through traffic on the street. Ocean Avenue is a major cross-town connector and a major traffic thoroughfare. The speed of traffic is of great concern to the merchants.

Some steps might be taken to slow down traffic and make

the street safer. Reducing the green time of existing traffic lights and the addition of more signals between Junipero Serra Boulevard and Miramar Avenue should be considered. Also, the feasibility of semi-exclusive right-of-way for the streetcar line should be analyzed.

9. REVIEW APPROPRIATENESS OF EXISTING PARKING REGULATIONS

The appropriateness of 15 minute parking meters at the bank should be evaluated. Adjustments should be made to provide maximum convenience to shoppers without reducing the effective overall parking supply.

The general use of one hour parking meters should be reviewed. In some areas on the street, where demand is lower, two hour meters might be the best policy.

10. PROMOTE EARLY DEVELOPMENT OF THE VACANT HOMEWOOD TERRACE SITE

Former uses of this nine acre site are described in the history section. The development of this land, because of its key location in the heart of the Ocean Avenue commercial district, would give a tremendous boost to the upgrading of the street. Tentative plans have been submitted to the City Planning Commission in the last several years, but the project has not proceeded beyond the tentative map stage. The last plan provided for 148 two-story duplex living units on the rear

portion of the site, with off-street parking and a supermarket on Ocean Avenue. As stated earlier, a new developer is on the scene, and prospects for early construction are encouraging.

This is a high priority item and every possible means should be taken to expedite construction. The Mayor's Office and the Chamber of Commerce, among others, should be vitally interested.

11. RENOVATE STOREFRONTS, INSTALL NEW SIGNS AND DECORATIVE AWNINGS TO CREATE COORDINATED IMAGE OF THE STREET.

Painting of storefronts, installation of new store signs and awnings should all be accomplished under carefully controlled conditions. An architectural control committee should be established as part of the Merchants Association. All work should be in accordance with architectural standards recommended by professional consultants and officially adopted by the "We're On Ocean" Merchants Association. We are NOT recommending that the standards be made a part of any City codes or ordinances.

Mr. Robin Chiang, practicing Architect, and Instructor of Architecture on the City College campus, has made a preliminary analysis of the visual characteristics of the street and has provided the following storefront planning guidelines:



▲ SINGLE STORY BUILDING

Generally single story buildings consist of four major levels (as depicted above.) The storefront level is free to express the type and style of business.

- The signing strip consists of a horizontal space between the first and second stories.
- The clerestory is sometimes fenestration and sometimes blank wall.
- The parapet/roof is usually ornamentally "carved/molded" or in terra cotta.

The two story buildings consist of a domestic level and a storefront level (as depicted below). The domestic level replaces the clerestory in the single story shop.

♥ TWO STORY BUILDING



PARAPET/ROOF

**SECOND FLOOR
(RESIDENCE)**

SIGNING STRIP

STOREFRONT

GUIDELINES: Both one and two story units should conform to the general patterns outlined above.

COLORS: All colors should be earth tones, with possible exception of trim. All buildings should conform to terra cotta colored parapet/roof.

MATERIALS: All material should be painted, with the possible exception of trim accent pieces. Window mullions should be dark (bronze anodized if new). All metals (except for accent pieces) should be dark.

SIGNING: Signs on building facades should conform to standard signing strip height. No moving signs allowed; no flashing lights.

Signs perpendicular to buildings must be at signing strip height. No lights can originate from the perpendicular sign. Sign may not be a moving sign. Night lighting may consist of spots from the buildings. No flashing/moving spots are allowed. Perpendicular signs must not exceed 48" x 36". Other signs on storefront (including temporary signs on glass within 12" of the facade) must not exceed total area of four square feet. Exceptions for special conditions must meet with approval (i.e., large buildings, multi-storied commercial, etc.)

It is hoped that shopowners will try to emulate the general style of buildings (both commercial and domestic) in the neighborhoods nearby. The overall architectural tradition

of the area is Spanish Revival (tile roof, arches, Mission and Spanish Baroque decoration) infused with common aspects of Bay Area domesticity (bay windows, painted exterior surfaces, repetition of houses -- as in detached row housing, etc.)

The rather "mild" Spanish accents on Ocean Avenue are punctuated by the Bank of America Branch Office, an eclectic, traditional Spanish effort, and the El Rey Theater, a typical California Art Deco, Spanish Baroque style. By emphasizing uniformity of style in storefronts, Ocean Avenue can achieve an identity as a "place" to which one goes to shop. In this respect, it might then vie for customers in the manner of Union Street, outer Sacramento Street, and other City centers. The San Francisco Spanish accent has not been capitalized upon as a theme for a shopping street. In years to come, Ocean Avenue may not be unique as a Spanish theme shopping district. The success of the stores will ultimately depend on the quality of goods and services offered.

Mr. Chiang's excellent outline may well serve as the basis for the final architectural standards that we recommend be developed and adopted by the Merchants Association.



ADDITIONAL SUGGESTED IMPROVEMENTS

The following suggestions represent efforts to be undertaken in later stages of the revitalization plan. The first two could be accomplished as part of the Small Business Administration program now being developed for the area (see Section IV and the Appendix for details). The last suggestion would be required only after all other elements of this program have been realized.

1. Modernize Store Interiors

This is an important follow-up to improvements now recommended for action, and will require strict architectural control, negotiation of long term leases between owners and tenants, and financial support through the Community Development funds, Small Business Administration loans, and private reinvestment.

2. Remodel Selected Inharmonious Store Exteriors

There are a number of storefronts that could be altered to make them harmonious with the rest of the street at a reasonable cost. Changes in trim, window, roof lines, signs, color, and other refinements could be suggested by professional consultants as part of their development of overall standards for the Merchants Association.

3. Develop Additional Parking

As the need arises, diagonal parking could be provided on the side streets leading into Ocean Avenue (Faxon, Capitol, Miramar). Several service station sites might also be acquired for additional off-street parking. Ocean Avenue currently is too narrow to permit diagonal parking unless Muni tracks are eliminated or buildings moved back.

Architectural illustrations on the following pages show some suggested solutions. Compare these to the photographs of existing conditions. We have selected the central block between Faxon and Miramar Avenues as an example of physical changes that can be accomplished.



SOUTH SIDE LOOKING EAST



NORTH SIDE LOOKING WEST



NORTH SIDE LOOKING EAST



SOUTH SIDE LOOKING WEST

IV. PLAN IMPLEMENTATION

THE PRINCIPALS AND THEIR ROLES

The improvements recommended in Section III require a joint public-private effort. The services and assistance that can be provided by the City, the San Francisco Development Fund, and others, is integrally linked to the investment of time and money by the merchants and property owners along Ocean Avenue. The implementation of this plan will succeed only if both sides of this partnership work together. Below is a list of the principals involved and the functions they will perform:

■ The City and County of San Francisco

- Mayor and Board of Supervisors
 - Support of the Ocean Avenue revitalization program
- Department of City Planning
 - Continued assignment of Staff Planner to the Housing Conservation Institute half-time for development and implementation of the Ocean Avenue and other HCI neighborhood programs
- Office of Community Development
 - Assistance in funding the public improvements for the plan
 - Continued participation in other neighborhood activities

• Office of Neighborhood Economic Development

- Assistance to merchants in packaging SBA loans, public relations, attracting new businesses

■ Greater San Francisco Chamber of Commerce

- Expedite appropriate development of the vacant Hollywood Terrace site
- Attract new businesses to the street

■ The San Francisco Development Fund

- Administration and monitoring of the NEA grant for street facade improvements
- Liaison with merchants for SBA programs, including help in negotiating long-term leases with owners
- Participation in Merchants Association activities, organizing meetings, promotional campaigns, etc.

■ City College of San Francisco

- College President also serves as Vice President of Merchants Association
- Technical support and assistance from faculty members and staff
- Participation by students in revitalization program surveys, and merchant activities

■ The Neighborhood

- Involvement of neighborhood groups and community associations such as the OMI-CA, Ingleside Terrace Association, Westwood Park Association and others

through their active participation in meetings, newsletters, papers, and other sources

- Residents of the trade area must be made aware of the efforts being made by the merchants and others; they then would increasingly shop on the street as changes occur and goods and services more fully meet their needs

THE OCEAN AVENUE MERCHANTS

By far the most important element of all is the Ocean Avenue Merchants Association, whose sincere commitment to change is one absolutely essential ingredient. The assistance that might be available from other sources will be of little value if the merchants themselves are not in a leadership position throughout the implementation phase and beyond.

During the six months from August to December, 1976, the Merchants Association went through a period of reorganization after several years of virtual inactivity. Monthly meetings were held, sponsored by the San Francisco Development Fund's Housing Conservation Institute, City College, and the Department of City Planning. Dr. Kenneth Washington, President of City College, was temporary Chairman during this period and was instrumental in bringing the merchants together.

The meetings focused on the background information being pulled together for this report, general discussions of common

problems on the street, and the development of ideas for possible solutions. To help generate discussion and to broaden the perspective of the merchants, visitors from the SBA, the President of the Union Street Merchants Association, and the Ingle-side Police Station Captain were invited to some of these meetings.

By January, 1977, the newly reactivated "We're On Ocean" Merchants Association had crystallized. A permanent Board of Directors was elected, and initiation dues were assessed. The new Board of Directors officers are:

President:	Roger Miles, Miles & Company General Contractor
Vice President:	Kenneth S. Washington, President, City College of San Francisco
Secretary:	Larry Taylor, American Tours Travel Agency
Treasurer:	Elmer Wolff, Manager, Ocean Ave. Branch, Bank of America

The Board of Directors and officers now have the responsibility for providing leadership and energy for subsequent action to turn Ocean Avenue around. The agenda for the Merchants Association will involve the following activities:

- Make decisions on the details of the public improvements

- Provide input toward the development of architectural standards for street facade renovations. Adopt them as official guide standards of the Association and make full and continuous use of them in connection with all improvement work
- Seek and develop sources of technical assistance (e.g., bookkeeping, advertising, inventory, marketing, etc.) for Ocean Avenue merchants
- Provide framework for street-wide advertising and promotional activities
- Encourage merchants and property owners to invest in the renovation of their building facades and store interiors
- Work together to attract new commercial development and/or stores to the street -- focusing particularly on the development of Homewood Terrace and the Safeway site
- Promote and maintain contact with surrounding neighborhood residents

FINANCING THE REVITALIZATION

The cost of implementing the revitalization plan will be shared primarily by the merchants and the City. The merchants and property owners will have to make the investment in storefront renovation, repainting, new signs and graphics, and possibly

internal rehabilitation on their buildings to eliminate deferred maintenance problems. All of this work, which will be done on a voluntary basis, should be done in accordance with the design standards that will be developed for the street.

The National Endowment for the Arts Grant

The San Francisco Development Fund has applied for a grant from the National Endowment for the Arts through its American Architectural Heritage/Neighborhood Conservation Program. This grant would provide the following professional services:

- A. Retain architect to prepare:
 - 1) Architectural guide standards for use of merchants and technical advisors (HCI) in implementing a revitalization program for Ocean Avenue commercial district; to conduct meetings to explain and obtain concurrence of Association members. (See Preliminary Guide Standards by Robin Chiang in Section III.)
 - 2) Plans, details, specifications for exterior changes to buildings to retain "Spanish revival" and/or "Art Deco" character of street, including signs; supervision of work performed.
 - 3) Master scheme for color coordination of exterior storefronts including facades, awnings, signing; conduct meetings with merchants; work with

individual owners and tenants in securing compliance.

4) Informational package for presentation to the City Planning Commission.

B. Retain architectural illustrator to prepare perspectives, renderings and details of "before" and "after" street conditions in collaborations with architect; to design merchants poster with logo.

The target for completion and approval of these plans is July, 1977; implementation is scheduled for September, 1977.

Private Lenders

Private financing will be necessary to assist in the rehabilitation and renovation of the businesses. Lenders are often reluctant to make loans in declining areas, thereby ensuring continued deterioration. The substantial commitment to improving Ocean Avenue from the City, the Housing Conservation Institute, and other agencies should help relieve private lenders' fears about the security of their loans.

In view of this organized plan of action, private lenders should be willing to provide attractive financing independently or in combination with SBA or other resources to revitalize Ocean Avenue. It makes good business sense to protect the considerable investment that financial institutions now have in San Francisco by reinvesting for the future.

Small Business Administration

The SBA has assisted thousands of small businesses across the country and is now expanding these programs to better serve businesses in older urban areas. The San Francisco Bay Area was chosen as one of the twelve target areas for special attention by SBA in promoting its Section 502 program in retail commercial districts.

This program provides 90 percent loans at six and five-eighths percent interest for a term of 25 years. Long term leases and inability to obtain conventional financing are prerequisites. A Local Development Corporation (LDC) must be formed by 25 merchants, residents, and others in the community. The purpose of the membership is to show that a representative group in the area supports this non-profit venture. There are no financial investment requirements by the members, and no liabilities or legal responsibilities.

An LDC is now being established by the Ocean Avenue Merchants Association. Articles and by-laws have been drafted and the required supporting signatures are being obtained. Ocean Avenue is not the only district in San Francisco to develop an LDC. Others have been established in the Mission and Hunters Point communities; another is being formed in the Western Addition.

One requirement of the SBA "502" program is that 10 percent of any loan package be supplied to the borrower by the LDC as a local share. LDCs may obtain this money in a variety of ways through private foundation funding or by fundraising. One likely source of the local share for Ocean Avenue and other San Francisco LDCs is from the Community Development Block Grant program. A total of \$75,000 has been earmarked in this year's CD program for this purpose. Similar funds could be budgeted in the 1978 program if the need is demonstrated.

Based on the questionnaire and discussions with merchants, it is estimated that \$20,000 might be needed in local support of SBA 502 loans. This amount would guarantee an initial pool in the aggregate amount of \$200,000 for capital improvement loans on Ocean Avenue. SBA experience in other cities indicates that interest in and demand for SBA loans tends to increase after a few initial merchants take the lead. Additional funds for this local share in San Francisco LDCs could be budgeted in future CD programs.

The City's involvement in local commercial district revitalization, insofar as local share contributions from the CD program are concerned, is coordinated through the Mayor's Office of Neighborhood Economic Development. Staff from this office assist merchants in preparing complete loan application pack-

ages and overseeing the approval of the City's local share. Once approved, the local share funds flow through the LDC for that area to the applicant.

CD Funds for Public Improvements

As part of its commitment, the City will be asked to make an investment of \$100,000 on Ocean Avenue from the CD Block Grant Program. The 1977 CD Program contains an allocation of \$200,000 to carry out a neighborhood commercial district improvement program, of which \$75,000 is reserved for local share in SBA loan packages.

The physical improvements (street trees, trash receptacles, paving, etc.) outlined in the Revitalization Plan are dependent upon this source of funding. A proposal encompassing the items identified in Section III will be prepared and submitted to the Office of Community Development and the Board of Supervisors for approval. When approved, the funds will be appropriated to the Department of Public Works where detailed plans and specifications will be prepared and contracts let.

We recognize that this total funding request is in excess of the amount to be shared equally among Ocean Avenue, Mission Street, and Leland Avenue merchants. In the event that all three districts submit proposals during the 1977 CD program year as expected, additional funds would have to be sought from other sources or from future CD program allocations.

Funding for other projects identified in Section III (undergrounding utility wires, street lighting, new street signs, traffic control and parking enforcement) do not require special funding. Except for undergrounding, these can be budgeted for in regular Department budgets.

Undergrounding will require concerted action on the part of the merchants and all others supporting this program. The City is able to designate approximately three miles of streets each year for undergrounding. The Pacific Gas and Electric Company is required by the State Public Utilities Commission to carry out the undergrounding in the areas specified by the City's Department of Public Works. There is no way to increase the amount of mileage.

Because demand for undergrounding greatly exceeds three miles per year, there are many requests from all over the City being honored on a first-come, first-served basis. Approximately 5-6 years worth of neighborhood requests are already on file. Certain projects with high City priority -- urban renewal and areas of neighborhood preservation, for example -- can be taken out of turn. It appears that undergrounding for Ocean Avenue will involve discussions with all City Agencies concerned, and a formal application for priority designation. This is a most important matter that should be pursued vigorously.

SUMMARY STATEMENT

This report should be used as a working guide by the merchants, their technical advisors, and others involved in the revitalization program.

The overall neighborhood approach being taken, the on-site presence of professional technicians, the vital support of City Government, private sources and others, and the enthusiasm of the Ocean Avenue Merchants Association, all make this a rather unique and special undertaking. The efforts of all should assure the accomplishment of the revitalization plan recommended in this report.



APPENDIX

SUMMARY OF MERCHANTS SURVEY CONDUCTED BY HCI STAFF - OCTOBER, NOVEMBER - 1976

(This narrative text provides a brief summary of the more salient issues and demographic information obtained through individual interviews with 112 merchants on the street performed by HCI staff. It originally served as text for a newspaper article in the OMI NEWS. Numerical totals for each respondent follow this summary.)

The results of a survey of over 110 Ocean Avenue merchants designed to gather information on business conditions along the street, and to identify major problems and priorities for improvements, are now available. The findings are being analyzed by the Housing Conservation Institute (HCI) and the San Francisco Department of City Planning to guide in the planning of possible commercial revitalization of Ocean Avenue.

Crime and parking are the most frequently mentioned problems facing Ocean Avenue merchants. Sixty percent of the merchants report having been victimized by one form of crime or another during their stay on Ocean Avenue. Shoplifting and petty crimes are the most prevalent, but incidents of armed robbery, burglary, and vandalism are also common.

The parking situation was identified as a concern of almost one third of the respondents. When asked specifically, two out of three considered lack of on-street parking a serious problem. However, several merchants expressed the view that it is the parking meters and the one hour parking limitation which are most seriously hurting business and driving customers away.

The dangerous speed of traffic, the poor physical condition and appearance of the street, with its litter, vacant lots and buildings, and unattractive storefronts were also among the chief problems cited. Others were general apathy and poor business practices of merchants. Interest, however, in reversing this trend is evidenced by the willingness of almost 75 percent of the merchants to work toward improvements on the street.

The desirability of a variety of suggested public improvements indicates that in order of importance, on-street parking, better street lighting, more litter cans, more street trees more stop signs and traffic signals and repaving of sidewalks seem to be the most needed. Nine percent of the merchants felt such improvements were not required.

Crime prevention information and organization is the most requested business service. In addition, more than one third

of those interviewed indicated interest in group advertising through a newsletter, low interest rate loans for rehabilitation, seminars on small business practices, streetwide sales and street fairs, long term leases to merchants and free or low cost financial advice.

Of new businesses that might move onto Ocean Avenue, the most popular by far is a variety of good restaurants and eating places. Clothing stores, a variety store, a shoe store, and a large grocery store were the next most welcome.

There is widespread agreement, however, that there are already enough liquor stores and bars. A third of the merchants were opposed to allowing any more liquor stores, and a fifth said "no" to more bars. Pool halls, massage parlors, and porno shops are unwanted by a large number of respondents, apparently because they tend to "attract bad elements".

Business activity varies from store to store. Of those that have been on the street for more than a year, about a third claim that sales are better this year than last, a third say sales volume is down, and another third say business is about the same.

The majority of buildings were reported to be in fair (39%) condition or good (38%) condition. Ten buildings were described as being in poor condition, while 14 are in excellent shape. The most frequently needed improvements to buildings are painting, plumbing, electrical work and major renovation or modernization of the premises.

HCI is now working with the newly formed merchant committees to study these findings and prepare an action plan to revitalize Ocean Avenue. The information obtained in these interviews will help determine the priorities for this effort.

MERCHANTS SURVEY TABULATION

1. Kind of Business? (Use code developed)

Food and Drugs (take out)	12
Food and Beverage (sitdown)	13
Professional Services	21
Personal Services	31
Variety Stores (more than one item)	5
Specialty Stores	26
Miscellaneous	2
Public	2
Total	<u>112</u>

2. Years In This Location?

Less than one year	22
1 to 3 years	26
4 to 9 years	26
10 to 19 years	26
20 or more years	16
Total	<u>112</u>

3. Prior Business and Location on Ocean Avenue?

Yes: 24 No: 84 DK*: 2 = 110

3A. Total Years on Ocean Avenue?(if Yes on Q#3)

Less than 1 year	0
1 to 3 years	3
4 to 9 years	7
10 to 19 years	6
20 or more years	6
DK	2
Total	<u>24</u>

4. Other Businesses/Branches at Other Locations?

Yes: 26 No: 80 DK: 2 = 108

4A. How Many? Total 41

4B. What Kind of Business?

Same: 30 Different: 11 = 41

4C. Where are they?

Ocean Avenue	3	San Francisco	24
Bay Area	11	Other	2
		Total	<u>41</u>

5. Number of People Who Worked Here?

Number of Employees	Businesses with Fulltime Employees	Businesses with Part-time Employees
0	14	51
1	40	24
2-4	38	29
5-10	9	5
11+	4	1
Other	2	0
Totals	107	110

Total Fulltime Employees = 280+

Total Part-time Employees = 160+

Note: Approximate counts due to averages of increments

6. Number of Employees on Premises at One Time ?

Employees	Businesses
0-1	1
1	40
2-4	52
5-10	12
11+	5
Total	110

Approximate number employees working on street at one time = 343+
See Note #5

7. Approximate square footage of business ?

Square Footage	Owners	Renters
200-599	0	11
600-999	4	8
1000-1499	4	6
1500-1999	4	7
2000-4999	1	10
5000-9999	3	2
10000+	1	2
DK	7	42
Totals	24	88

8. Most Active Sales Day ? (Multiple responses)

Mon.	12	More than 4 days/wk/everyday	5
Tues.	6	None/varies	37
Wed.	3	By appointment	1
Thurs.	2	Other (1st and/or 15th of mo.)	2
Friday	34	Not open for retail business	3
Sat.	38	DK	4
Sun.	5		
Total			152

9. What hours open ? (Multiple responses possible)

Regular hours: (10-6)	55
Open after 6 & up 'til 8:30pm	16
Open after 8pm	27
Closes before 4/short hours	4
Opens late (11am or later	8
Varies - no regular hours/by appointment	4
N/A	2
Total	116

What days closed ?

Mon.	14	Sat.	15
Tues.	2	Sun.	75
Wed.	2	None	32
Thurs.	0	Closed 12 to 1	2
Friday	1	N/A (never open)	2

10. What are peak hours every day?

<u>Time of day</u>	<u>Every Day</u>	<u>Mon.-Thurs.</u>	<u>Fri.</u>	<u>Sat.</u>	<u>Sun.</u>
Early Morn	5	0	0	0	0
Morning	5	1	2	3	0
Lunchtime	4	4	3	0	0
Midday	0	1	1	1	0
Afternoon	12	3	4	3	0
Late Aft.	7	5	5	1	0
Nite/Eves.	10	8	8	3	1
All Day	1	0	1	1	1
Appts. only	4	0	0	0	0
None/Varies	48	4	1	8	3
DK	2				

11A. How much rent?

\$100-199	26
200-299	14
300-499	19
500-999	5
1,000+	4
% of income	3
DK	17
Total	88

11B. Has rent been increased in the last two years?

Yes	No	DK	
33	42	13	= 88
			Total

12C. How much increased?

\$		
0-25	17	
26-50	9	
50-99	2	
100+	1	
DK	4	
Total	33	

12D. Do you have lease?

Yes	No	DK	
64	22	2	= 88
			Total

12E. How long is full lease?

0-1 year	7
2-3 years 11 mos.	22
4-4 years 11 mos.	14
5-10 "	9
Less than 10 years	1
Indefinite	1
DK	10
Total	64

12F. How much longer does lease run?

Less than 1 year	11
1-2 years 11 mos.	17
3-4 years 11 mos.	16
5-10 "	7
Less than 10 years	1
DK	11
Total	63

12G. Option to Renew?

Yes	NO	DK	
46	7	11	= 64
			Total

12H. For how many years?

0-1 year	2
2-3 years 11 mos.	15
4-4 years 11 mos.	9
5-10 years	7
Less than 10 years	0
Indefinite	1
DK	12
Total	46

13. Plans to move within 2 years?

Yes	No	Maybe	DK	
14	78	3	17	= 112
				Total

13A. When?

As soon as poss.	6
Within 1 year	5
Depends	8
DK	<u>15</u>
Total	34

13B. Why Moving?

Retiring	4
Business bad	5
Move to other location	2
Other	4
Area deteriorating	6
Crime, vandalism	1
DK, no comment	<u>2</u>
Total	24

14. What is physical condition of building?

Excellent	14
Fair	43
Good	41
Poor	12
DK	<u>2</u>
Total	112

15. Building improvements needed?

16A Remodeling done?

17A Remodeling planned?

	15	16A	17A
Floors	5	6	1
Walls	6	2	1
Ceiling	4	2	1
Roofing	2	2	0
Electrical	13	14	4
Heating	3	3	0
Plumbing	15	4	2
Int. Renovating	8	20	10
Doors	2	0	0
Ext. Renovating	5	1	4
Paint	34	35	9
Equipment	5	26	11
Maintenance	1	4	0
Site cleanup	3	0	1
New Building	2	0	0
Extend premises	2	3	2
Windows	1	0	0
Bring up to code	1	0	0
Totals	112	122	48

16. Has remodeling been done last two years?

Yes	No	DK
61	49	2 = 112

Total

16A. Type of work done? See #15

16B. Who paid for work?

Merchant	28
Merchant (owner)	12
Landlord	12
Corporation	5
Split/merchant & landlord	1
Donated materials & labor	1
DK	2
Total	61

16C. How much did work cost?

\$ 250 or less	4
250-999	5
1,000-4,999	8
5,000-9,999	2
10,000-19,999	4
20,000-49,999	2
50,000-99,999	2
100,000	0
DK	14
Total	41

16D. Was loan gotten for work?

Yes	No	DK
-----	----	----

7	32	7 = 41
Total		

17. Plans for remodeling within two years?

Yes	No	Maybe	DK
-----	----	-------	----

27	71	2	9 = 109
Total			

17A. What type of work would it be?

17B. Who will pay for work?

Merchant renter	17
Merchant owner	9
Landlord	2
Corporation	2
Split between merchant & landlord	0
DK	1
Total	31

18. Problems with Crime?

Yes: 65 No: 32 DK: 2 = 110

18A. What crimes? (When?) Number of businesses.

	1976	Prior Years	DK
Armed Robbery	6	7	0
Burglary	7	16	1
Other Theft	6	2	1
Shoplifting	18	3	1
Vandalism	6	5	4
Other	1	1	2
Totals	44	34	9

19. Taken security precautions?

Yes	No	DK	
76	32	2 = 110	Total

19A. When security precautions taken?

When moved in	16	
After crime	6	
Within past year	11	
Over year ago	13	
DK	31	
	77	Total

19B. What precautions were taken?

Burglar Alarms	35	Bars, fence	6
Keep door locked	12	Customer surveil.	7
Watch dog	4	Safe	5
Security guard	9	Limiting students	3
Locks	14	Other	3
DK	2	Total	100

20. Types of stores desirable?

General Statements:

Any bus. which attracts customers	19
Variety of small shops or dept. stores	5
Convenience type shops for locals	1
College oriented (like Gap pants)	2
Shops which attract foot traffic	1

Specific Statements: (and # mentions)

Restaurant (25), Variety (17), Shoe store(13), Clothing (Men's) (13), Large Grocery (13), "Good Restaurant" (11), Banks/S&Ls (9), "Deli" (7), Large Dept. Store (6), Mens Haberdashery (5), Small shopping complex (4), Sporting Goods (3), Hardware (3), Stationery and Card Shop (4),

Others:

(Mentioned Twice): Health foods restaurant, Tots to Teens, Boutique, Good food market, Major Chain Store, Large Stores, Large Shopping Center (Homewood lot), Antique shop, Bowling, Fabrics, Furniture, Motel, Flowers and Plants.

(Mentioned Once:) Amusement Park (Homewood lot) bar (large), barber shop, bookstore, child care center, cleaner, cake shop, cheese shop, coffee house, dry goods, discount drug store, gift shop, housewares, housing project, ice cream, jewelery, Kentucky Fried Chicken, movie, post office, mattress dealer, photography store, printing shop.

21. Types of Stores Undesirable?

Liquor store	33
Bars	19
Pool halls	12
Massage parlours	5
Porno shops	5
Family billiard parlour, Ok (1)	
Second hand stores	7
Chinese restaurants	4
"Like MacDonald's"	3
Fast food	1

Gas stations	3
Services (non-retail)	4
"Business that will attract bad elements"	1

Other:

Beauty shop	2
Bakeries	2
Laundromats	2
Pawn shop	2
Real estate	2

*Arcades, Barber shop, Bookies, Cleaners, Controversial bookstore, Drug store, Florist, Gun shop, Large grocery (like Safeway), Karate studio, Light industry, Locksmiths, Night clubs (striptease) poorly run businesses, Political (militant) offices, Plasma center, Roller skating rink, Storefront churches, Stores run by cults. (*All mentioned once)

DK	Don't Care	Not Asked
24	8	1

22. Are most customers nearby residents?

Yes	No	50-50	DK
50	42	6	12 = 110 Total

22A. If no - where from?

San Francisco	16	Friends, other	2
Bay Area	29	Driving through	1
Farther	1	Sells wholesale/	
Students	5	goes to customer	<u>3</u>
		Total	57

23. What percent of customers are City College Students?

Less than 1%	28
1-4%, few	27
5-9	6
10-29	16
30-60	8
60-79	0
80-100	2
DK	<u>20</u>
Total	107

24. Want percentage (of students) to increase?

Yes	71
No	19
Don't care	3
DK	<u>16</u>
Total	109

25. Lack of parking spaces a problem?

Yes	73
No	31
Will be if	
business improves	2
Meters are problem	6
DK	<u>3</u>
Total	115

26. Would parking lot help?

Yes	53
No	40
If nearby	10
DK	<u>6</u>
Total	109

26A. Sign petition in support of lot?

Yes	55
No	1
Maybe/conditional	5
Would sign for angle pk.	1
DK	<u>3</u>
Total	65

27. Have you ever been member of the Merchants Assn?

Yes	41
No	65
DK	<u>3</u>
Total	109

28. Willing to work toward improving Ocean Avenue?

Yes	76
No	16
Yes, conditional	2
DK	14
Total	108

29. Will public improvements help area?

Yes	97
No	9
Maybe/conditional	2
DK	3
Total	111

30. What public improvements needed?
(Not ranked - Total Mentions)

On street parking (50), Lighting (38), Trees (31), Litter Cans (31), Stop signs, traffic signals (30), Repaving (28), None (25), Mini-park (16), Utility (14), Benches (8), Kiosks (7), Eliminate parking meters (3), Better police protection (2), Parking lot (2), Other (2), DK (2), Street Cleaning (1).

31. Business Services? (Not Ranked)

Crime prevention info (57), Group advertising (50), Seminars on small business (41), Low interest loans for rehab (41), Street fairs, group promotion (38), Long term lease (34), Financial advice (34), Seminar on advertising (26), Seminar on SBA assist (21), Architectural assist (20), DK (2).

32. Suggestions for other services?

32A. What are they?

More police protection (6), Merchant cooperation (4), Street cleaning (3), Foot patrol (2), Other: (all mentioned once), Active Merchants Assn., and Home-owners Assn., Set-up merchant clean-up committee, Build on vacant lots (Home-wood Terrace), Two-hour parking, Stop signs or lights on Ocean, Angle parking, Publicity events for the area, Alleviate unnecessary traffic (280 freeway extension), SBA loans to buy businesses, Replace streetcars with buses, Upgrade local branch of Public Library (make it a community meeting place), Keep pets from "using streets as restrooms", Teach

parents (through churches and schools)
how to teach their children to behave,
Put meters in Safeway lot.

33. Major problems for Merchants on Ocean?

Crime, fear, poor policing (28), Parking (25), Traffic (18), Merchants' practices/apathy (17), Street/physical condition (17), Types of businesses (16), Business conditions (13) Absence of pedestrians (11), Don't know (11), Neighborhood (9), Other (8), Parking meters (6), Landlords (4), Poor advertising (4), School children harassment (3), None (2), Stop lights and signs poorly placed (1).

34. Ocean Avenue's good points?

DK (20), People (19), Transportation (18), None (16), Main thoroughfare (15), Neighborhood (14), Other (12), City College/Students (10), Good location (10), Low crime/good policing (9), El Rey Theater (4), Types of businesses (4), Has potential (4), Characteristics of site (4).

35. Sales volume?

Monthly Gross sales.

Less than \$999	11
1,000-2,999	21
3,000-4,999	12
5,000-9,999	4
10,000-14,999	8
15,000-19,999	7
20,000-49,999	17
50,000 or over	7
DK	23
Total	110

36. Sales volume this year vs. last year?

Higher	28
Lower	27
About the same	25
DK	6
Total	86

36B. Month to Month Trend if only in business for less than one year?

Increasing	14
Decreasing	2
About same	6
DK	2
Total	24

THE SMALL BUSINESS ADMINISTRATION AND URBAN NEIGHBORHOOD REVITALIZATION

Prepared by the National Development Council, New York

The Small Business Administration (SBA) has a new program to assist neighborhood commercial and industrial revitalization. The SBA, which is an agency of the federal government, has assisted thousands of small businesses across the country with a variety of loan and assistance programs, and it is now expanding these programs to better serve businesses in older urban areas.

Small and medium-sized manufacturing and commercial businesses are the economic base of neighborhoods. They provide jobs for neighborhood residents, and they offer shopping and entertainment facilities by helping these businesses with special financing in order to grow and prosper.

The SBA has contracted with the National Development Council and the National Center for Urban Ethnic Affairs to work with businesses, business associations, and neighborhood groups along with local City government agencies, to help them organize and coordinate this assistance from the SBA for projects in their own areas.

Businesses need long-term financing in order to reinvest in their plants and equipment, or in their storefronts and exteriors. Without reinvestment on a continuing basis, businesses

decline and thus neighborhoods decline. If businesses have difficulties obtaining this long-term financing from local banks and savings and loan institutions, then other sources such as the Small Business Administration can assist. The purpose of this special program is to increase the assistance from the SBA to businesses in older urban neighborhoods.

The SBA has several programs that can help businesses for different types of neighborhood revitalization:

1. **Retail Development:** The SBA's Section 502 Local Development Company offers long-term, low interest loans to individual merchants in a retail area for the purchase and/or renovation of their store buildings. If local groups organize a Local Development Company it can receive funding from the SBA and then make loans to individual merchants for their own property. It is important that the local government is involved to coordinate regarding parking, street beautification, public improvements, etc.
2. **Industrial Development:** The Local Development Company can offer long-term, low interest loans for manufacturing companies to expand and/or modernize their facilities in order to preserve jobs in the neighborhood or to create new jobs.

These programs are active in many areas. The Oldtown Mall in Baltimore is an older commercial area where 80 stores in a three block area received loans to renovate and expand as part of the City's urban renewal effort. New York has had an active industrial development program for several years, using the SBA programs to finance the expansion of growing manufacturing companies in order to create new private sector jobs in the older neighborhoods.

KEY FEATURES OF SBA'S LOCAL DEVELOPMENT LOAN PROGRAM

Who is Eligible?

Any corporation which (a) is formed by public-spirited citizens interested in the planned economic growth of a community with at least 75 percent ownership and control held by persons living or doing business in the community, (b) has been incorporated either for profit or non-profit under laws of the state in which it expects to do business, (c) is authorized to promote and assist in the growth and development of small businesses in its area of operations and (d) has a minimum of 25 stockholders or members.

Loan Purposes

To help a development company buy land; build a new factory; acquire machinery and equipment; expand or convert an existing plant. or construct shopping center space, provided the project will assist a specific small business, or in the case of a shopping center, several small businesses.

Maximum Amount

\$350,000 for each identifiable small business to be assisted...as a prerequisite to obtaining SBA financing, a development company must provide a reasonable share of cost of project in funds raised by sale of stock, debentures, memberships, or cash equivalent (e.g., land). Minimum amount to be provided by development company generally will be 20 percent of cost of project. SBA will take a second lien position when the local lending institutions will participate in the SBA's first mortgage plan.

Source of Loan Funds

(a) Bank loan guaranteed by SBA to 90 percent of the loan or \$350,000, whichever is the lesser; (b) Bank loan with immediate participation by SBA; (c) Bank First Mortgage loan and SBA direct second mortgage loan, or (d) Direct from SBA.

Interest Rate

(a) Guaranteed loans: legal and reasonable rate on entire loan balance; (b) Immediate participation: legal and reasonable rate on bank share and published rate on SBA share; (c) First Mortgage: legal and reasonable rate on bank loan, published rate on SBA loan; (d) Direct SBA loan: published rate.

Maturity

Maximum maturity of 25 years plus estimated time required to complete construction, conversion, or expansion.

Type of Collateral

A lien on the fixed assets acquired with loan proceeds to reasonably assure repayment of the loan.

Source: Two SBA descriptions were quoted from a memorandum prepared by The National Development Council, 9 West 57th Street, New York, N.Y. (1977).

The following people are charter members of the new "We're On Ocean" Merchants Association (as of April 1, 1977):

Mary Brown, Brown Century 21 Realty
Julius Caserza, Monterey Florist
Alfred Chafets, D.V.M., Ocean Avenue Veterinary Hospital
Jeanette Egan, Clausen House Budget Boutique
Charles Erves, City Auto Body Shop
Kenneth Fahy, Kenneth Fahy Plumbing
Dick Fong, Ocean Restaurant
Alfred R. Grayson, Big Al's Liquors
William Gunther, Franciscan Hobbies
Bernard Hammarstedt, Russell Richards Drugs
Rev. Ralph Holland, Space Bread Shoppe
Roger Karp, Good Stuff
Larry Kasday, McDonald's
Joe McCoy, El Rey Shoe Repairs
William McMichael, College Pharmacy
Sundari & Meru Michaelian, God Ascending Beauty's Feast
Bakery

Roger Miles, Miles and Company
William Moore, King Cone Ice Cream
Kenneth Moresi, Jules Hardware
Billy Newhouse, B & J Liquors
Lee Nichols, Nichols Locksmith
Robert Perry, B & B Locksmith
Gary Pimentel, Gary's Service
Bruce Pinegar, Wilson's Antiques
Helmut Priessendorfer, Avenue Club Tavern
Don L. Ralya, S.F. Development Fund (HCI)
Lili Rivera, Lili Knit Creations
Enrique Roman, Rancho Fiesta Restaurant
James Savoy, Savoy Auto Parts
Eugene Sidamonidze, Eugene's Hairstylists
Richard Smith, Botanical Zoo
Larry Taylor, American Tours
Kenneth Washington, City College of S.F.
Paul Wheatley, Wheatley's
Elmer Wolff, Bank of America

8001197
U.C. BERKELEY LIBRARIES



C123314288

This report was prepared by the

SAN FRANCISCO DEVELOPMENT FUND

315 Granada Avenue, S.F. 94112 -586-8000

Mortimer Fleishhacker III, President of the Board
of Directors

Don L. Ralya, Administrator and HCI Project Director
Bronwyn Belling, HCI Project Coordinator
Annette Landry, HCI Project Coordinator
Edith Stern, HCI Secretary/Receptionist
Judy Pincus, Research Assistant

and the

SAN FRANCISCO DEPARTMENT OF CITY PLANNING

100 Larkin Street, S.F. 94102 - 558-5423

Rai Y. Okamoto, Director of Planning
George A. Williams, Jr., Asst. Director,
Plans and Programs
Nathaniel Taylor, Project Director
Frances Lawsing, Graphics
Eda Kavin, Graphics

Additional assistance was provided by the following individuals
and organizations:

BANK OF AMERICA

E.A. "Andy" Anderson, Urban Affairs Department
Robert Cordova, Area Analyst
Lili King, City Improvement and Restoration Program

WELLS FARGO BANK

Willard F. Sprague, Economist

CITY COLLEGE OF SAN FRANCISCO

Kenneth S. Washington, President
Linda Squires, Public Relations
Robin Chiang, Instructor of Architecture
Timothy Walker, Student
Michael White, Student

Also involved in the production of this report were:

Dennis McCullough, Architectural Illustrator
Michael J. Belling, Photographer
Walter Leong, Art Printing Service, S.F.

INSTITUTE OF GOVERNMENTAL
STUDIES LIBRARY

JAN 16 2025

UNIVERSITY OF CALIFORNIA

